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THE YGC PHYSICAL PLANT
THE BOYS' RANCHES
THE DEPENDENCY SYSTEM
ENVIRONMENTAL HEALTH AND HEALTH SERVICES
INTER-AGENCY RELATIONSHIPS

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Chapters VII, VIII, IX, X, and XI
of the Background Information
On the San Francisco Juvenile Court

For Use of the Study Committee

BAY AREA SOCIAL PLANNING COUNCIL
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VII. YOUTH GUIDANCE CENTER PHYSICAL PLANT

An examination of San Francisco newspaper clippings, reveals that the physical plant which contains the Court, the Probation Department, the Juvenile Hall and the psychiatric clinic, has oftentimes been the subject of criticism. On the one hand, the Youth Guidance Center has been described in the local press as a "brilliantly-equipped boarding school," and on the other hand, a Grand Jury investigation described it as "poorly placed, planned and misconceived.

It is a truism within the discipline of criminology that an adequate physical plant does not assure a good program, and that a basically adequate program may be operated under adverse physical conditions. On the other hand, it is equally true that the effectiveness of any given program may be handicapped by inadequate physical surroundings.

It is further acknowledged that, in the past, when communities, both local and statewide, have been unable to cope with a soaring problem of juvenile delinquency, a frequently-voiced and frequently-accepted solution has been the erection of a new physical facility. Within recent years, the fields of criminology and mental health have increasingly recognized that building new establishments is not a complete answer and have as a result, increasingly concentrated their efforts upon community-oriented treatment programs.

Because of the frequent criticism heard of the Youth Guidance Center physical plant, the Bay Area Social Planning Council decided to enlist the services

of a consulting architect to appraise its suitability. This task was entrusted to George V. Banning, AIA, a California architect who is recognized both by correctional authorities and by his own professional association, the Northern California Council of the American Institute of Architects, as a person knowledgeable concerning the purposes and methods of juvenile correctional institutions.

Mr. Banning has provided the Study Committee with his appraisal /1/ of the Youth Guidance Center physical plant in the following report and has also included some of his recommendations for consideration by the Study Committee.

/1/ In addition to the comments offered by Mr. Banning, any suggestions specifically directed to the detention units should be considered in light of the Department's program of intake detention screening, discussed on pp. 257-266.

THE SAN FRANCISCO YOUTH GUIDANCE CENTER
A General Description and Evaluation of its Physical Facilities
by George V. Banning, AIA

I. INTRODUCTION, PURPOSE, BACKGROUND, SCOPE

This report was undertaken at the request of the Bay Area Social Planning Council and constitutes a segment of the Council's larger study of the San Francisco Juvenile Court. It stems from a background of some experience in the planning of juvenile hall buildings, and the research attendant thereto, including visits to several such facilities in Northern California. The Chief Juvenile Probation Officer and the Superintendent of Juvenile Hall very kindly made possible a thorough tour of the San Francisco facility as well as a discussion with key staff members of the operational problems encountered. While the majority of persons consulted have been professionals, one discussion was held with a group of teenage alumni.

The Center will be evaluated from two standpoints, suitability of the building for intended use, and suitability of its environment as a factor in the daily existence of those detained and of the staff. The Probation Department and the Juvenile Hall are interlocked administratively, as well as physically in the buildings, and should be considered together. It is assumed that the community believes that the children under the authority of the Court should and largely can remain in society; that the techniques used towards this end are based on knowledge and treatment of the causes and symptoms of self-destructive and anti-social behavior; and that such treatment is embodied in a program which recognizes the humanity of, and fosters the

dignity of, those who are in detention. The period of detention for a minor theoretically is fifteen days during which a diagnosis of his problems and a plan for their solution are made. He is then moved to the next step in the solution process as determined by the Judge. In practice, however, the system does not work this smoothly, and many minors spend much longer periods in detention.

In evaluating a building complex of this nature, it should be remembered that the success of the facility depends on the staff and the program - one can cite examples of successful programs conducted in inadequate buildings and inadequate programs housed in excellent buildings. Operating budgets bear heavily on staffing and program; capital expenditures (or the lack thereof), other community resources such as group and foster homes, and Court policy, control the degree of overcrowding, which is a critical factor. Operation and program vary widely among localities according to the philosophy and the number of the staff.

The makeup of the persons in custody varies widely from one locality to another due to differences in cultural, ethnic, and economic backgrounds; behavior patterns and the offenses which precipitate the children's difficulties show corresponding differences. San Francisco, with increasing minority populations and economic deprivation, has more offenses against persons and property and more race-connected problems than suburban counties which experience offenses in the self-destructive categories more frequently. The makeup of a locality's population can change,

as is happening in the central cities, thus creating changes in the problems probation departments are asked to attack.

The discussion to follow is divided into four main parts: The Overall Scheme, the Individual Facilities, the Environment, and a Summary. Although the first two are intended to cover functional matters and the last subjective aspects, there will be overlapping, and environmental factors are bound to be apparent in all parts. While much of the discussion is based on planning and architectural analysis, much of it would occur to interested laymen and belongs in the category of common sense. Many of the problems and inadequacies cited were pointed out by the staff.

It is not intended that the buildings be examined in small detail. Rather, the complex will be viewed as to its site, the adequacy of the buildings and outdoor spaces in general, and their relationships to each other. The whole should be considered in relation to help or hindrance it offers for effective operation and fruitful program. In no sense should this be considered a complete analysis.

II. THE OVERALL SCHEME (The complex was planned in 1948 and most of the buildings were built in the two years following.)

A. The Site and Site Plan

The Center is located on a steep, irregular, uphill site, with limited access and limited usable area, adjacent to Laguna Honda Home at the geographical center of the City. Public transportation service is only fair, amounting to one bus line (36) and streetcar service from Forest Hill Station, a long walk away. The property has an

elevation differential of more than 100 feet across its width. It has been extensively graded to provide buildable area, as is evidenced by high cut and fill banks, and still has a fifty-foot differential between Juvenile Hall and the Dependent Children's units. The latter is located at a lower level, properly separate. The Administration building and Juvenile Hall, interconnected, are laid out in a rigid, basically symmetrical plan based on the usual separation of the sexes, and superimposed on this very difficult site. The Administration building facing the street, and adjacent Service building, have three levels and are connected at their upper level to Juvenile Hall which occupies higher ground at the rear. It is essentially a one-story concept which is forced to use a three-story building to connect it with the street below. There is a tortuous network of driveways for access to various facilities at various levels. Offstreet parking is minimal and barely sufficient for the staff. Parking for those involved in intake, Probation or Court procedures (parents, public) exists only on the street.

B. Juvenile Hall

1. Description. Juvenile Hall has a symmetrical plan with each sex having its own living, educational, and recreational facilities connected linearly to its own long enclosed corridor. A divided gymnasium building occupies the far end, and a court with a chapel and craft shops separates the two long corridors. These pass along opposite sides of the service building and enter the Administration building separately

at its upper level, having passed over a driveway below.

Food is prepared in a central kitchen in the service building and taken in bulk in heated carts to the living units where it is served cafeteria style. In addition to dining facilities, each living unit, or "cottage," contains one classroom (capacity 17). Thus, the two largest sources of movement are avoided, making the cottages largely self-sufficient.

There is a large cafeteria and assembly room in the Service building, facing the court, which, because of difficulties in security and control, is used for staff dining only. This building contains the Library (also difficult to use), some staff offices for Juvenile Hall, and a central mechanical plant for the entire complex.

The Administration building houses administrative facilities for the Court and Probation Department. In addition, among other things, it contains the Intake section of Juvenile Hall, its psychiatric section, the office of its Superintendent, its clinic, its sick bay (not used), its security cells and receiving unit (now converted to offices), and the laundry.

2. Problems Arising from Basic Layout

(a) The disposition of elements described above, which

is conditioned in large part by the configuration of the site, is at the bottom of many of the Juvenile Hall's operating difficulties. There is no clear-cut boundary of security; many of its functions are actually in the Administration building, which in turn is located beyond the service building from the Hall itself. Because of the slope of the land, a driveway tunnel, and some low-lying roofs, the staff feel that the court facing the assembly room is too difficult to use (this could probably be solved with some unsightly security devices). With the Superintendent's office in the Administration building and his staff scattered among residence units, the Administration building, and the Service building, his organization operates with undue difficulty. These offices should be together in the Hall. Staff time is unduly consumed in conducting children the long distance to the Clinic, the Library, or detention rooms, which are outside the security area. It is likewise difficult to supervise "honor" children who could work in the kitchen or laundry.

(b) Two other very serious problems arise from the disposition of buildings - Intake facilities and circulation, and Court circulation. The Intake facilities

are located on a narrow driveway on the lower level at the rear of the Administration building. Originally the usual facilities (reception, booking, interviewing, clothing issue, etc., plus a receiving unit on the third floor) were provided but proved inadequate and are no longer wholly used. The location, remote from the Hall itself, with no clear public access and no separate parking, creates a series of problems for staff, children, parents, and police. Entrance is through a small lobby and narrow hall, used as public waiting space, to the booking desk. After booking, a child, sometimes handcuffed, must then be led back through this narrow hall (which can approach bedlam sometimes), up three floors in a double-ended elevator to the corridor leading to his or her side of Juvenile Hall. The child then goes to the assigned residence unit where he is searched, bathed, and issued clothes (a gross make-shift use of a residence unit), and sent to his quarters. One residence unit serves as intake for those committed to the County's ranches in San Mateo County. All of this is unworkable from a staff point of view, humiliating and confusing to children and parents, inefficient, and insecure. There are no convenient rooms for interviewing for the use of parents, probation officers or

attorneys (attorneys are becoming increasingly involved in this process), and no privacy. The release of some children after a few days exacerbates the wounded feelings of those who remain. Most Juvenile Hall and Probation Department staff people feel that a separate intake unit is essential to provide orderly, private and humane introduction to detention. Having its own living facilities, it would permit children to be prepared for their stay, both psychologically and administratively in such matters as school enrollment, medical examination, and treatment. It would allow those who will be detained only a few hours or days to be released without entering the Hall at all. It would facilitate the activities of parents and probation officers during the first 48 hours between admission and the pre-detention hearing.

The circulation between Juvenile Hall on the upper level at the rear of the site, and the Courtroom on the lower floor of the Administration building, is lengthy, tortuous, and insecure. Children on this journey, in either direction, often in a highly emotional state, must pass through a large portion of the Administration building through three levels, exposed to public view, often in handcuffs. There is an

airless holding room adjacent to the Courtroom where they often must spend considerable time. The existence of this travel path in the Administration and Court building has its effects on both the children and the staff. (The same problems exist with respect to the hearing rooms on the second floor.) While there is a side entrance at street level to the Courtroom, there is no adjacent parking for parents, attorneys, etc.

3. Consequences of Internal Systems

(a) The food service system imposes serious limitations and has little flexibility. Preferences among administrators vary, but most prefer central dining, as is desired here. The kitchen is designed to serve the carts which deliver food to the residence units. There is limited cafeteria serving capacity in the Assembly room - used by the staff. Though space is adequate, central dining would be exceedingly difficult here - the approaches to the Assembly room are tortuous, involving several levels, and impractical at present. Toilet facilities are poorly located. The kitchen and serving area would have to be drastically changed to serve the Hall population in the Assembly room. Thus, the Juvenile

Hall children dine in their cottages as planned, and lose an opportunity for movement, change of scene, social contact, program - an occasion. Dining in the cottages as at Hillcrest in San Mateo County, can compensate for this by structuring the meal and its preparation. At Hillcrest, the food is served "family style" with the children involved in setting up, serving, and cleaning up afterwards, thus making a meal an occasion. At San Francisco, however, the meals are served cafeteria style in the cottages, offering little in the way of variety and enjoyment. The better features of both systems are lost.

(b) The placement of classrooms, one for each cottage, likewise imposes limitations. These have a capacity of 17 - deemed a maximum for children in these circumstances. Here again there is no opportunity to vary the daily experience by "going to school," and no flexibility in the academic facilities. Obviously a school operates better under one roof. This system of classroom location makes expansion difficult when the cottages are crowded. With one per cottage, and the cottage filled to triple its capacity, the classroom becomes overloaded to the point where the school experience is vitiated. With a fragmented school whose elements are rigidly distributed, there is little chance for

additional classrooms for heavy loads, or special classrooms to be used in the academic program (such as Science, Homemaking, etc.), as these would require movement of children and consequent disruption of the "in-house" classroom concept.

(c) The general plan works against practically all activities involving both boys and girls. With dining, educational, and recreational facilities segregated, there remains only the Assembly room and the Chapel for mixed gatherings, and the Assembly room, as we have seen, has its difficulties. While coeducational activities do have built-in problems, they also have advantages, and the lack of opportunity for this segment of program constitutes a potential limitation on program.

C. Administration Building

The relationship of this element to Juvenile Hall has been briefly examined above and found to have serious intrinsic problems because it houses functions properly belonging in Juvenile Hall. Its relationship to the Dependent Children's facility also includes a serious defect: The intake facility for dependent children is in this building and is the same one used for Juvenile Hall. The administration convenience of this arrangement, if any, is more than offset by its obvious detrimental aspects. A separate intake unit has long since

been planned but has progressed no further.

D. Dependent Children

There are three buildings to house these children, one of nursery type designed for 30, age six or younger, and one each for the older boys and girls, designed for 25 and using the same basic plan as the Juvenile Hall cottages. These, then, have the in-house dining and classroom facilities found in Juvenile Hall, with the same disadvantages. The buildings are located separately from Juvenile Hall, on a lower level, and have direct street access. Intake is via Juvenile Hall as noted above. Many question the concept of combining this activity with Juvenile Hall; it is separate in several Bay Area counties. Protective services of this type, as well as receiving homes, foster homes, and group homes, are often operated by Social Welfare Departments instead of Probation Departments.

III. INDIVIDUAL FACILITIES

A. Juvenile Hall

1. Residence Units ("Cottages"). There are seven of these, five for boys and two for girls, all with the same basic plan except for the newest boys' unit. With minor exceptions, all are designed for 20 children in single rooms (this is the "rated capacity"). As noted above, each has a dining-recreation room, a living room with fireplace, a classroom, and, in a few cases, a dormitory which is not used as such. Each has the usual central control desk, protected by a wire cage, and located to provide visual supervision of corridors and

open rooms plus the central toilet and shower rooms with their view window walls. The cottages built in the first increments have radiant heat which has proved very uncomfortable, according to the staff. The general plan is roughly cruciform. The 20-child rated capacity represents standard good practice. Individual rooms are of usual (approximately 7-1/2' x 11') size, having protected windows with obscure glass. The recreation and living rooms are adequately sized for the design capacity, although the complicated shape of the plan has created areas with no visual contact from the control center, making supervision difficult. There are no interviewing or visiting rooms for parents, probation officers, attorneys, small group counseling, etc., which are badly needed. One result of this lack is the public shakedown of children who have just had visitors, to recover contraband. The two security or holding rooms for "cooling off" are instead pressed into service to carry the resident load, thus forcing an occasional journey by child and counselor to the detention rooms in the Administration building.

Some of the larger rooms have very high ceilings, (possibly designed to connect to a future bedroom floor), creating rather unpleasantly shaped spaces which probably do nothing for jangled nerves. Classrooms have been mentioned

above. It should be noted that the newest boys' cottage (B-5), designed in 1960 for a capacity of 25, is quite different in plan and shape of spaces from the typical units, and avoids many of their shortcomings. It was designed as a "security" or "problem boys" unit and is used as such.

2. Recreation Facilities. At the far end of the complex are two apparently adequate gymnasias. Centrally located are two amply sized craft shops, one on each side for each sex. The Assembly room, as noted above, is seldom used, although amply sized for large groups. There are no outdoor recreation facilities worthy of mention, due in large part to the inadequacy of the site. This of course puts the total load of physical exercise activities on the gyms, and denies to the Department a valuable program tool. It also indirectly increases the load on the residence units. At least six other counties in the immediate Bay Area have actual or potential large playfields, most with turfed areas. There are no centrally located spaces designed or set aside for small inter-group meetings or activities, except the Chapel which is considered troublesome for security (it is used mostly for public meetings and in-service training for the staff).

3. Open Spaces. Although the individual "cottages" are of proper size and reasonably well separated, their complicated shapes create a series of jagged, irregular spaces between, which are largely unusable because they cannot be supervised. They are paved with asphalt. From the parts of the buildings from which they can be seen, they offer a short but dismal vista of asphalt and chain link fence. There are two sizable courts between the two main corridors. One is completely paved and not ideal for games because of its sloping ground. It would be easier to use with altered access arrangements to facilitate control. The other court, facing the Assembly room, contains the craft shops and Chapel, and is landscaped.

4. Circulation. The system consists mainly of two parallel slightly curved enclosed corridors (with courts between), connecting the residence units of each sex. These terminate at the gymnasias at one end and at the Service and Administration buildings at the other. These are used for all types of circulation - children, staff, visitors, service. Although the two courts on which the corridors face are or could be attractively landscaped, the windows through which this view could be seen have obscure glass. The corridors thus become well lighted but blind, airless tubes.

B. Administration Building

Some of the problems arising from the relationship of this building to Juvenile Hall have been noted. Except for some still-operative and other vestigial functions of the Hall, which are located on three floors of the north side and occupy about one-quarter of the total area, this is a specialized office building for Probation administration. (Some of the unused Juvenile Hall functions have been and are being converted to offices and an attractive Intensive Probation Unit. A large courtroom at the front of the building, originally intended for the Juvenile Court, was never used as such as is also being converted.)

There are two entrances, one off a driveway at ground level serving the Courtroom (originally not the Juvenile Court), and the main entrance up a steep walk to second floor level, which serves the Probation Department offices on the second and third floors. There is confusion between the two, with the result that desirable separation of circulations to the Court facilities is not achieved.

Circulation in the former Juvenile Hall areas is quite complicated - elevators are double-ended for the purpose of separating secure areas from the remainder of the building. Circulation elsewhere is also somewhat confusing and unpleasant owing in part to a system of parallel corridors, one each of which constitutes a waiting area serving probation officers' offices.

Detailed study was not given this part of the plant. The area appears roughly adequate with the recovery of former Juvenile Hall spaces, and future remodeling of this type of building, with its non-structural partitions, is usually feasible.

C. Dependent Children

Fortunately, this segment is seldom filled to rated capacity. The building C-1 for pre-schoolers one to five is adequate. The two identical units for older children have the same plan and building shell as those designed for delinquent children, except each houses about 10 of its 25 occupants in a dormitory. This is most unfortunate in view of the entirely different circumstances and requirements of this group. Bedrooms with obscure windows (Boys' Unit C-3) and toilets with view windows, designed for adolescents judged delinquent, are not necessarily the best arrangement for children 7-18 whose presence has an entirely different cause and whose treatment should be entirely different.

Although these children are eligible to go to public schools, the bulk of their schooling takes place on the premises. Here again the classrooms individually attached to each cottage tend to limit the school program when crowded conditions exist. These children use the Juvenile Hall craft shops, having no special classrooms of their own. The dining arrangements have the same drawbacks as those at Juvenile Hall.

Outdoor play space is inadequate, there being one paved court and no turfed areas at all. The facilities are most suitable for the younger age groups.

D. The Service Building and Supporting Facilities

It is not the intent to analyze this in any significant detail. The staff feel that many shortcomings exist, among them inadequate storage for housekeeping and general supplies, records, and food-stuffs. The receiving and food storage facilities at the kitchen are used to supply the ranches in San Mateo County as well. The kitchen, laundry, and boiler plant appear to have sufficient capacity. However, the delivery of food and supplies to the residence units is difficult due to the steep ramps that must be negotiated by carts - another result of the steep site. There appears to be no particular arrangement for the collection and disposal of garbage.

IV. ENVIRONMENT

This is a subjective consideration, and means many things to many people. It is largely created by those who run an institution, but planning and design decisions as well as site selection are important determinants. Environment here should be judged on the basis of its effect on angry, hostile, and/or upset adolescents, and on a staff which is trying to treat them. It should militate towards the reduction of tensions and frustrations, it should be non-repressive, and should not contribute to a penal or military atmosphere which compounds discipline problems. It should be as pleasant as possible and it should not offer the impression

or the actuality of a lockup. The buildings should not have qualities which make those detained feel degraded or dehumanized.

The population of San Francisco County is relatively stable. However, admissions to Juvenile Hall increased from 7,300 in 1966 to 10,000 in 1967, and further increase is expected. While the capacity of this plant is controlled by administrative decisions, the number of people it must accomodate is the strongest single factor in its environment. The total rated capacity is 219, including 80 dependent children. Last year the average population was 329.6, which doesn't seem serious until it is pointed out that the dependent units are occupied at far less than capacity. The Juvenile Hall cottages have been continuously loaded at more than double their capacity, and there are many periods during which three are lodged in one room. This of course increases the load on all facilities, which in turn makes proportionate difficulties in conducting all programs. The programs should be designed to keep the children busy and not locked in their rooms except to sleep. With educational and recreational facilities localized and overloaded, the rooms are used more and more, and more regimentation results. This is naturally considered repressive by the residents. Repression breeds more hostile reactions, which breed stronger discipline, and a vicious circle ensues. The discomfort of living in a 7-1/2' x 11' room with two others can only have poor effects. The overloaded on toilet and bathing facilities for example, can create irritation to residents and unnecessary problems for staff, with scheduling sometimes required.

The fact that dining and classroom activities are directed inwardly towards the living units, as noted previously, no doubt contributes towards

a feeling of being bottled up in one place, particularly under crowded conditions. The lack of opportunity for outdoor activities puts still more pressure on the living units. The lack of opportunities for movement, admittedly a source of possible difficulties for the staff, intensifies the impression of incarceration - variety in the daily routine is curtailed.

The processes noted above of admission to Juvenile Hall and dealings with the Court, both shaped by disposition of the buildings, are detrimental environmental factors - unpleasant and sometimes degrading experiences occurring at the worst possible times.

The visual environment leaves much to be desired from the standpoint of seeing and feeling and contributes further to the impression of containment. While there is a fine view from many parts of the site, there are few if any spaces in Juvenile Hall from which it can be seen. Bedroom windows are uniformly glazed with obscure glass, forcing eyes to focus on four walls. The spaces between cottages, which might give some visual relief if visible, are barren as described above. Even the long corridors linking the buildings would be capable of providing glimpses of landscaped courts were it not for obscure glazing and the fact that most outdoor spaces are not landscaped. To consider a detail, the chain-link enclosures at the cottage control desks cannot evoke very positive responses on the part of the clients (some similar facilities in the Bay Area have tempered glass, others have no barrier) and may tend psychologically to isolate the staff from the children.

The contortions in grading the land and fitting the buildings to it, made necessary by the configuration and limited area of the site, show up in the overall appearance.

Local landscaping is particularly important for visual relief in the absence of longer vistas. Except for one central court which is visually cut off, there is only asphalt on the ground as far as the residents are concerned. The high, bare cut bank towering over the northeast side defies landscaping. Planting, clear windows (which are feasible), and movement for visual variety would cut down tensions.

V. SUMMARY

The foregoing generalized study, with emphasis on Juvenile Hall, indicates that the Youth Guidance Center has serious inadequacies in function and environment, not to mention capacity, due in large measure to its inadequate site. A changing modus operandi and an increasing load have exacerbated the problems of physical relationship between Juvenile Hall and Administration. An intake or receiving unit is essential. Built-in limitations on operation and program are difficult to reverse. The Juvenile Hall plant has already passed the limit of its capacity and the site is not large enough to accommodate the additional buildings and outdoor spaces needed, given the present one-story concept and the present rate of admissions.

Some palliatives have been suggested. The Dependent Children's facility probably should be moved elsewhere. Its buildings could be used for day-care or other rehabilitative programs under the Probation Department.

This appears to be a reasonable change. The idea that they could also be used for additional Juvenile Hall cottages would do nothing to solve the existing functional problems and would in fact aggravate them by fragmenting the operation even more; recreational and educational facilities would be proportionately in even shorter supply. The idea of double-decking the bedroom sections of some of the cottages with connection to the existing two-story common rooms again would increase the pressure on ancillary facilities even if circulation problems could be solved. Some recreation potential might be added by changes in circulation and security arrangements - easier use of the Assembly room, the Chapel, and the court nearest the gymnasium - but this would be minor in the overall consideration. There is one area on the site properly located and no doubt master-planned for an additional girls' residence unit. This would be helpful in one problem area. Minor improvements can be made in the visual environment.

Much of the facility is nearly twenty years old, and much has changed in the field of juvenile probation since it was designed in 1948. The sum of the problems described herein - functional, environmental, capacital - constitutes an increasingly serious impediment to satisfactory operation from the standpoints of the Department and of the children. Logic would suggest that a coordinated study in depth be undertaken by the Department of its foreseeable needs as determined by foreseeable policy, procedures and techniques. This should then be the basis of a thorough survey and analysis of the existing site and plant to determine to what extent they

can accomodate the drastic changes the study can be expected to require. At that point a judgment will have to be made as to whether the next 20 years require thorough-going revision of the existing plant or a new Youth Guidance Center.

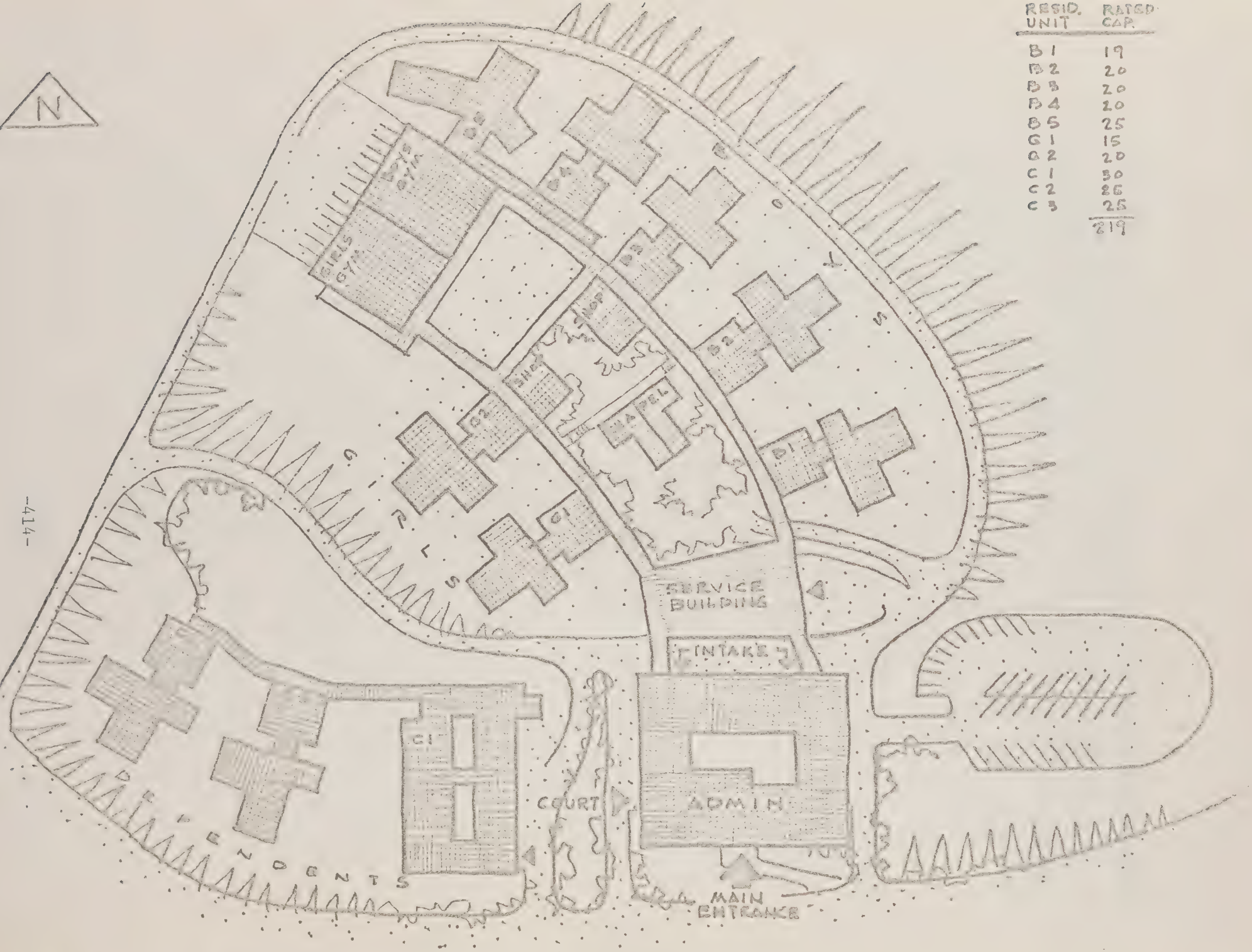
s/ George V. Banning

George V. Banning, A.I.A.



RESID. UNIT	RATED CAP.
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B 2	20
B 3	20
B 4	20
B 5	25
G 1	15
G 2	20
C 1	30
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S I T E P L A N

VIII. THE BOYS' RANCHES

The San Francisco County Juvenile Court operates two boys' ranches, both of which are located in San Mateo County, approximately 50 miles from downtown San Francisco. The Log Cabin Ranch School is for boys between the ages of 14 and 18 and the Hidden Valley Ranch School is for boys between the ages of 12 and 15.

Although the camp concept is one of the most rapidly expanding developments in corrections, there is, in comparison with data on related subjects, relatively little material about camps in the professional literature. The material prepared for the President's Crime Commission Report of 1966 by the National Council on Crime and Delinquency discusses camps in a chapter on juvenile institutions and essentially restricts comments about them to the following:/1/

"In states which have expanded their facilities further, the most numerous, separate new programs are small camps for boys and reception centers. The camp is one of the fastest growing developments in the institutional field; 49 camps have been established in 20 states, with Illinois alone operating ten of them.

"The rapid growth of camp programs has been attributed to the low cost of operation, often half that of a training school in the same state, and to a good success rate, which in turn has been attributed to size and selection of population. Many of the camps have a capacity of 50 or less; standards call for capacities of 40 to 50."

/1/ National Council on Crime and Delinquency, Crime and Delinquency, New York, January 1967, Vol. 13, No. 1, pp. 79-80

The California Youth Authority in its publication, Standards for Juvenile Homes, Ranches and Camps, discusses camps as follows:

"Juvenile camps, ranches, or homes are an integral part of the probation process. The broad policies governing their operation should be set by the chief probation officer in consultation with the juvenile court. This will insure a fully integrated county correctional system for youthful offenders."/1/

The Youth Authority thereafter describes the procedure whereby the chief probation officer and the camp superintendent should jointly develop a policy statement and a program for the camp. The publication also notes that the key position in all camp programs is the group supervisor (i.e., counselor). It further states that proper supervision of children in a camp situation is required 24 hours a day, seven days a week throughout the year.

California, more than any other state, has adopted the camp philosophy, and within California, Los Angeles County has invested the most heavily in this new type of facility, and presently operates 12 separate boys' camps. Each of the California counties used for purposes of comparison in this study operates at least one boys' camp.

The Log Cabin Ranch School is believed to be the second oldest boys' camp in California, predated only by a similar camp operated by the Los Angeles County Probation Department. The Log Cabin Ranch School opened in 1937 and was originally located in Mendocino County. In 1940, it was

/1/ California Youth Authority, Standards for Juvenile Homes, Ranches and Camps, Sacramento, September 1965, p. 10

moved to San Mateo County and in 1942 to its present site. Between 1954 and 1964, it was extensively remodeled. The Camp's capacity is 86 boys, all of whom live in one dormitory.

The average length of stay for a boy under commitment to the Log Cabin Ranch School is seven months. The average length of stay for a boy in a probation department camp in each of four comparable California counties is as follows:

Alameda County	7.5 months
Sacramento County	5.8 months
San Bernardino County	10 months
Santa Clara County	9.5 months

The program at Log Cabin Ranch School consists of one-half day of work and one-half day of school. The Ranch operates a dairy and pasteurization plant, and in cooperation with a major oil company, has just instituted a training program whereby youths are trained for employment as service station attendants. The Camp also has a farm operation and an auto repair shop.

During 1967, 146 boys were committed to the Log Cabin Ranch School./1/ One hundred and twelve boys successfully completed the program and were graduated from the Camp. Twenty-six boys failed the program and were returned to the Court for whatever action the Court deemed appropriate. The cost per child per day /2/ for operation of the Log Cabin Ranch School is \$12.60.

/1/ Figures supplied by the Probation Department.

/2/ See the chapter on The Court for a description of the procedures preceding admission to a camp.

San Francisco's other boys' camp is a new institution, which opened on October 17, 1967, and is known as the Hidden Valley Ranch School. It is adjacent to the Log Cabin Ranch School. In contrast to the half-day work, half-day school program offered at the Log Cabin Ranch School, the Hidden Valley Ranch School, which is for younger boys, offers a school program only. The school program consists of a seven-hour school day./1/

The data available relate only to the short period Hidden Valley Ranch School was in operation in 1967. During this partial year, 40 boys were admitted and nine failed in the program.

San Francisco's Juvenile Probation Department has no facility for girls comparable to the boys' ranches. This is difficult to understand, in view of the limited resources locally available /2/ for female delinquents. Moreover, State matching funds can be obtained both for the construction and the operation of such a facility. Six other major jurisdictions in California /3/ including Alameda and Santa Clara Counties, operate both boys' ranches and a comparable special facility for girls.

The professional staff at the Log Cabin Ranch School consists of a director, two assistant directors, a senior probation officer and nine counselors. The staff at Hidden Valley Ranch School consists of a director, an assistant director, two senior counselors, a senior probation officer and six counselors.

/1/ For detained information, see chapter on the Court Schools.

/2/ See p. 249

/3/ California Youth Authority, Directory of California Services for Juvenile and Adult Offenders - 1967

The Log Cabin Ranch School operates a program known as the "forms system." In this program, a boy enters the Ranch program in "basic form." After one month in "basic form," he is eligible for "B form." This is the largest form and has no special privileges. After a boy has completed three months on the Ranch, he may make application in writing for "A form." The boys in "A form" have special privileges and special responsibilities. In effect, they are the leaders of the youth population and are expected to help teach and assist newer boys. When a boy has a total of five- and one-half months on the Ranch, the last month of which has been in "A form" he may make application in writing for graduation. There is one other category, identified as "C form." This group consists of boys who are hostile, unmotivated, or otherwise display negative attitudes. Time spent in "C form" is considered "dead time" and may not be counted toward graduation.

At the Hidden Valley Ranch School, the program is based on the cultural tradition of the American Indian. One dormitory houses the following "tribes" named after western states' Indians: Apache; Blackfoot; Cheyenne; and Sioux. Another dormitory contains "tribes" from the Eastern United States: Huron; Iroquois; Seneca; and Mohican. The promotional system within the Hidden Valley Ranch School program is based upon a boy's membership within his "tribe." Upon admission to the school, a boy is assigned as a "scout." He later advances to the rank of "brave" and finally advances to the position of "chief." Boys who demonstrate negative behavior are designated "papooses." In order to graduate from the Hidden Valley Ranch School, a boy must be a "chief" and must make application in writing on a form provided, setting forth reasons why he thinks he is ready to return

to the community. As is true at the Log Cabin Ranch facility, the more advanced boys have special responsibilities, as well as special privileges.

Both the Log Cabin Ranch School and the Hidden Valley Ranch School operate on a probation camp subsidy program which has existed in California since 1957. Under this program the California Youth Authority subsidizes a county's boys' ranch (or a girls' home) by paying one-half the operating costs up to \$95 per month per boy. The State of California will also provide, on a matching basis, monies with which a county may construct boys' ranches or girls' homes. Quite obviously, this encouragement on the part of the State of California accounts in considerable measure for the popularity of boys' camps within the State.

The operation of the two San Francisco boys' ranches differs from the procedure in some camps elsewhere in the State in two basic areas as follows:

1. Many camps convene an admissions committee to screen potential camp placements. The committee frequently consists of a boys' probation officer, a clinical psychologist, a juvenile counselor, and a representative from the appropriate boys' camp. The California Youth Authority in its publication, Standards for Juvenile Homes, Ranches and Camps, discusses screening as follows:

"Though admissions are by court commitment, and the camp administration is without authority to reject commitments, the well-run camp should establish an admissions committee to 'screen' potential camp placements. The recommendation of this committee should be available to the court at the

time commitment is considered. The committee may consist of the camp superintendent, the superintendent of the juvenile hall, a representative of the probation casework staff, and the departmental psychologist. The admissions committee should have at its disposal complete diagnostic information on the child as well as an observation report on his behavior and attitudes while at the juvenile hall."/1/

The San Francisco County boys' camps do not operate a "screening committee." While the camp administrators agree that a "screening committee" might reduce the number of failures within the program, they point out that such a committee might also rule out a boy who subsequently demonstrated his ability to benefit from the program. They suggest that the real "screening" is embodied in the camp program itself, and they note the low violation rates experienced in the camp programs.

2. In contrast to camp operations elsewhere, San Francisco's program provides "counselor" follow-up for a youngster who has graduated from camp and returned to the community. For the first six months after the minor's return to the community, he is supervised in the community by his camp counselor. This post-institutionalization counseling is recognized by virtually all probation personnel as an important component in rehabilitation. In other jurisdictions, however, the supervision within the community is seldom provided by the same

/1/ California Youth Authority, Standards for Juvenile Homes, Ranches and Camps, September, 1965, Sacramento, pp. 13-14

person who worked with the boy during his institutionalization, but rather is more frequently provided by a field supervision probation officer. This new officer may or may not be familiar with the camp program and, more often than not, will be a person with whom the boy has not previously established rapport. Before San Francisco County instituted its boys' camp-field supervision program, the ranches had a recidivism rate of 27 percent (i.e., after graduation from the boys' ranch, 27 percent of the minors became reinvolved in misconduct). Recidivism dropped to 14 percent after the probation camp-field supervision service was instituted./1/

The operation of San Francisco's two boys' camps differs from that in some other jurisdictions in one additional respect. Other jurisdictions which operate two or more institutional facilities (e.g., juvenile halls, boys' camps, girls' homes, day care centers) sometimes seek to assure continuity of philosophy and treatment by establishing a superior position commonly known as "director of institutions" or "director of juvenile facilities." It may be that such a position would be helpful in the San Francisco Probation Department, which presently operates three institutions and has expressed some interest in the possibility of building a girls' home. BASPC staff observed differentials in performance within

/1/ Data were provided by the director of the Hidden Valley Ranch School.

the three existing institutions, and therefore believes this question /1/ is worthy of consideration.

Four BASPC staff persons, including one person with lengthy experience as an administrator in a juvenile facility, were assigned to make on-site observations at the two boys' ranches. The reactions of these observers regarding the two boys' ranches were favorable, although some negative comments were received suggesting that the success of the camps is somewhat superficial and that, contrary to impressions received elsewhere, the "team concept" /2/ at the camps is tokenism.

At the ranches, a boy's main contact is with his ranch counselor. Hence, 17 counselors were interviewed by BASPC staff. Interviews were also held with members of the camps' administrative staff and the two ranch probation officers.

The interviews revealed that 8 of the 23 respondents had held their present positions less than six months./3/ An additional six had held their positions for less than one year. But 17 of the 23 had been employees of the Probation Department for five years or more. Thus, most of the members of the present professional staff have gone to their positions from some other position with the Juvenile Probation Department.

/1/ Additional information regarding such a position may be found on pp. 299-302

/2/ The phrase "team concept" refers to a set of relationships among all members of the staff from lowest to highest such that they function as a coordinated unit intent solely on the rehabilitation of the boys in the institution.

/3/ At the time of the interviews, Hidden Valley Ranch School had been in operation only four months.

The desirable educational qualifications for a boys' camp staff person are the same as those outlined in the chapter on Juvenile Hall. /1/ Text Table U shows the highest educational attainments of the professional staff of the boys' camps. Seventeen of the 23 completed a minimum of four years of college. The minimum educational attainment reported was completion of two years of college. Of the ten with more than four years of college, only two received the master's degree. Only five have no degree.

TEXT TABLE U

<u>Years in College</u>	<u>Total</u>
Total	23
1	0
2	1
3	5
4	7
5	7
6	3

The desirable educational emphases for the staff of boys' camps are the same as those previously described for the Juvenile Hall counselor staff. /2/ The undergraduate emphasis of 13 of the 23 respondents at the boys' ranches was in one of the social sciences and, of these, seven majored in sociology and four in psychology. The remaining ten took their major work in fields other than the social sciences. Of the eight who reported graduate study, only three were in the social sciences.

Eleven of the members of the boys' camps' staff indicated that they

/1/ See pp. 358-359

/2/ See p. 359

had enrolled in college level courses, including extension courses, since their employment with the agency. Of those so enrolled, six had taken courses in psychology and two in general social sciences. The remaining three took work outside the social science field.

In the personal interviews, the 23 members of the staff of the two ranches were asked to indicate their prior employment history. Their responses are summarized in Table 57. The most common background reported was prior employment at Juvenile Hall. Eleven of the 23 gave this response. Seven had previously worked as probation officers. Thus a substantial proportion came to the ranches following some experience in another part of the field of corrections. Several of the others reported previous experience that should be helpful to them at the ranches, including recreation (6), teaching (5), and agriculture (4).

The California Youth Authority's Standards for Juvenile Homes, Ranches and Camps makes the following statements concerning in-service training:

"At least one hour per week should be devoted to in-service training. It should be directed toward professional growth of the staff and a better understanding of child development and behavior. There should be budgetary provisions for staff members to attend professional institutes and meetings."/1/

When questioned about in-service training received during the past two years, 12 of the 23 members of the boys' camps' staff replied that they had, in fact, received such in-service training. When asked to indicate

/1/ California Youth Authority, Standards for Juvenile Homes, Ranches and Camps, September 1965, Sacramento, p. 13

TABLE 57

MEMBERS OF STAFF OF THE TWO BOYS' RANCHES OF THE SAN FRANCISCO
PROBATION DEPARTMENT, DISTRIBUTED TO SHOW TYPE OF EMPLOYMENT
PRIOR TO ACCEPTANCE OF PRESENT POSITION, 1968

Prior Jobs	Number <u>/A</u>
Juvenile Hall staff	11
Business or Sales	7
Probation officer	7
Recreation	6
Teaching	5
Agriculture	4
Juvenile institution work	2
Social work	2
Ministry	1

A/ Some reported more than one type of previous employment.

whether, in their opinion, the agency had encouraged participation in professional institutes, 15 replied affirmatively. Eleven had been given time off to attend professional institutes and, of these 11, four had in addition been given a stipend. Other ways in which members of the staff were encouraged to participate in professional institutes included "the posting of notices of professional institutes, verbal encouragement by supervisors for staff to attend, whenever possible, even if at the employee's own expense, and the assignment of working hours to facilitate participation."

The continuation of formal education is likely to be more productive than attendance at brief institutes. For this reason, many colleges offer basic courses in late afternoon or early evening to enable employed people to enroll. This option has not been extensively used by the employees of the San Francisco Juvenile Court, partly because encouragement and incentives have been offered to very few. Only about one-third of the professional employees at the boys' ranches said they had been encouraged to pursue additional formal education, but even this relatively small proportion is larger than the 20 percent of the total professional staff in San Francisco who made the same response. Stipends to help finance additional formal education were made available only to two of the 23 professional employees at the ranches.

The employees of the boys' camps were asked to indicate the position to which they aspired within the Probation Department. Their responses are shown in Text Table V. The largest number (8) replied that they had no further aspirations. Unlike the probation officers and Juvenile Hall coun-

selors, who answered the same question similarly /1/ (i.e., indicated no aspirations), this group within the boys' camps' staff did not appear to sub-divide into two sub-groups. Rather, it appeared that all of those without further aspirations in the boys' camps' staff were essentially satisfied with their present positions, and unlike the respondents among the probation officers or Juvenile Hall counselors, were not hoping to obtain employment outside the Probation Department.

TEXT TABLE V

<u>Higher Position Desired</u>	<u>Total</u>
Total	23
None, same job	8
Director, Boys' Ranch	7
Probation Officer, Boys' Ranch	3
Assistant Director, Boys' Ranch	2
Senior Counselor, Boys' Ranch	2
Assistant Chief Probation Officer	1

It is interesting to note that only one respondent expressed a desire for a position (Assistant Chief Probation Officer) which would remove him from the institutional setting. This seems to suggest a high morale and esprit de corps within the boys' camps' staff since institutional personnel assignments do not normally carry the same prestige and salary benefits as non-institutional positions. The salary differential in California

/1/ See pp. 216-217, 366-368

between a probation officer and a ranch school counselor is \$121 per month./1/ This salary differential is smaller in the San Francisco Probation Department, however, since the staff at the two boys' ranches work six days per week (as opposed to a five-day work week for probation officers and Juvenile Hall staff) and receive extra reimbursement for the sixth day. On the other hand, many counselors at the boys' ranches live in San Francisco and commute 100 miles per day to and from work. While the practice is by no means common, some county employees are reimbursed for this kind of transportation cost when working in a remote area. Provision for such reimbursement is made in sections 16.94 - 16.96 of the Administrative Code of the City and County of San Francisco, which requires inclusion of the proposed expenditure in the budget submitted by the head of the department and approval by the Board of Supervisors.

Since some youngsters committed to the boys' ranches may not have fluent command of the English language, the members of the ranch staffs were asked to indicate whether they spoke a foreign language. Eight of the 23 replied in the affirmative. Of these eight, four speak Spanish, two speak Chinese, one speaks Spanish and German, and one claimed facility in Spanish, Italian and French.

An attempt was also made to determine the extent of the supervision exercised over the staffs of the boys' ranches. About half (11) indicated

/1/ California Youth Authority, 1968 Salary Survey of California Probation Departments, Sacramento, p. 24

that they have regularly scheduled conferences with their immediate supervisors. The frequency of these conferences ranged from a low of once per month, reported by one employee, to a high of daily conferences reported by three employees. Of the 12 who stated they do not have regularly-scheduled conferences with their supervisors, 11 said they do have such conferences, but not on a regularly-scheduled basis. A majority (14) reported that conferences with supervisors usually last 15 minutes or less. Eight said their conferences continued for 30 minutes or more.

When asked to indicate what, in their judgment, was the most important purpose in meeting with their supervisors, the interviewees responded as indicated in Text Table W. Information or guidance concerning procedures and forms was the purpose named by nine respondents. An equal number (9) said the most important purpose of conferences with the supervisor was to obtain an interpretation of agency policy. Thus matters of policy and procedure loom larger in these conferences than questions relating to the treatment of specific individuals. Only four considered approval of their case decisions by the supervisor a top purpose and only three looked upon the conferences as a means of gaining better understanding of the boy and his family.

TEXT TABLE W

<u>Most Important Purpose in Meeting with Supervisor</u>	<u>Number Selecting Specified Purpose /a</u>
For answers regarding procedures and forms	9
For interpretation of agency policy	9
For approval of a decision regard- ing a case	4
For better understanding of client and his family	3
For evaluation of performance of duties	2
To solicit decision of supervisor regarding a case	1
To check quality of work	1

/a Some respondents designated two purposes as of equal
and leading importance.

The staff members of the two boys' ranches were asked to indicate the factors which have had the greatest impact on the quality and quantity of their work since January 1967. "Excessive workload" was the response given by the largest number (5), shown in Text Table X. The uncertainty of departmental policy and the need for community services also loomed large in the minds of these employees. It is interesting to note that these same three factors were the ones mentioned most frequently by the total probation staff at headquarters./1/ Only two of the members of the staff at the ranches alluded to the quality of supervision. Two also mentioned job training and two referred to stenographic service. Because excessive workload was mentioned more frequently than any other factor, staff members

/1/ See Table 30, p. 222

were asked to indicate whether they had assigned functions above and beyond those normally appertaining to their position. Of the 15 who answered this question, eight replied affirmatively.

TEXT TABLE X

<u>Factors With Greatest Impact on Work</u>	<u>Number Selecting Specified Response</u>
Excessive Workload	5
Uncertainty of departmental policy	4
Need for community resources	4
Quality of supervision	2
Job training	2
Stenographic service	2
Compliance with distasteful de- partmental policies	1
Physical conditions on the job	1
No answer	2

With respect to the lack of community services, cited by four of the camp staff, there was frequent comment about the fact that, after a boy has spent some seven months in a camp program and has presumably benefited from it, he oftentimes returns to the same negative home and community environment that contributed to his original misconduct. Several persons suggested the possibility of establishing half-way houses for selected camp graduates. Others mentioned the need for easy reassimilation into the local schools (for the Hidden Valley graduates) and for realistic employment opportunities for older boys who graduate from the Log Cabin Ranch School.

The standards set forth in the professional literature relative to the number of boys who should be supervised by each counselor at ranch

schools are the same as those previously described in the chapter on Juvenile Hall.^{/1/} Accordingly, counselor staff at the two boys' camps were asked to indicate the largest and the smallest number of children under their supervision at any one time since January 1967, and also to indicate the number of youngsters under their immediate supervision at the time of the interviews in February and March, 1968. Table 58 summarizes the responses from the counselor staff at the Log Cabin Ranch School. The largest caseload carried by the nine counselors varied from a low of six to a high of 20, with an average of 11.8. The smallest caseload ranged from six to ten, with an average of 7.6. The average caseload at the time of the interviews was 9.2.

These figures are appreciably smaller than those of the counselors at Hidden Valley Ranch School who deal with the younger boys. Their caseloads, as shown in Table 59, cover a wider range and the average caseloads are all higher. The averages are not representative, however, because of the extreme variations from them. More meaningful is the fact that some counselors may at times have caseloads of two, four, five, or six, while others may have as many as 40 or 60. These high caseloads may merely mean, however, that a single counselor on duty from midnight until morning is in charge of 60 sleeping boys and may or may not be called upon by one or more of them during the night.

^{/1/} See pp. 374-376

TABLE 58

LARGEST AND SMALLEST NUMBERS OF MINORS UNDER IMMEDIATE SUPERVISION
OF EACH OF NINE COUNSELORS AT LOG CABIN RANCH SINCE JANUARY
1, 1967 AND NUMBER AT TIME OF INTERVIEW

Item	Largest Number (1)	Smallest Number (2)	Present Number /A (3)
Counselor 1	6	6	6
" 2	9	9	9
" 3	10	10	10
" 4	11	6	9
" 5	12	10	12
" 6	12	7	11
" 7	13	8	13
" 8	14	4	13
" 9	20	9	0
Average	11.8	7.6	9.2

A/ Interviews were in February and March, 1968.

TABLE 59

LARGEST AND SMALLEST NUMBERS OF MINORS UNDER IMMEDIATE SUPERVISION
OF EACH OF SIX COUNSELORS AT HIDDEN VALLEY RANCH SINCE
JANUARY 1, 1967 AND NUMBER AT TIME OF INTERVIEW

Item	Largest Number (1)	Smallest Number (2)	Present Number <u>/A</u> (3)
Counselor 1	6	2	6
" 2	4	2	4
" 3	25	6	25
" 4	40	5	15
" 5	60	20	NA
" 6	60	18	NA
Average	32.5	8.8	12.5

A/ Interviews were in February and March, 1968.

In contrast to the confusion of the Juvenile Hall counselors as to whether either a group counseling program or an individual counseling program existed at the Juvenile Hall, the staff at the two boys' ranches uniformly reported the existence of both such programs at the camps.

When questioned about disciplinary measures within the two ranch schools, 11 of the 16 staff members who responded said that a "demerit system" /1/ was the disciplinary measure most frequently used. Other types of disciplinary action utilized at the boys' ranches include loss of privileges, isolation (room confinement), and verbal reprimand. Another form of discipline is to demote a boy within the overall promotional system which operates within the two ranches. All respondents reported that corporal punishment is not authorized at the ranches. Thirteen of the 15 counselors who responded said they were permitted limited authority in assigning discipline. Only two declared that they had complete autonomy in this area. Twelve of the 15 also said that disciplinary measures assigned by one shift are carried through by the succeeding shifts, while two think they are not.

All of the counselors reported that religious programming is provided for boys at the ranches, and that organized recreation programs are also a regular feature of the camp life.

/1/ The demerit system works as follows: A demerit is assigned to a boy by a counselor for a minor infraction, such as shoving in line, disobedience of instructions and the like. The demerits are commonly referred to as "gigs." Staff counts the number of "gigs" periodically in appraising a boy's performance and his readiness for promotion or for release.

Thirteen of the 15 ranch counselors said that helping and working with juveniles was the feature of the job they liked best. The variety of experience inherent in the work and general satisfaction with the assignment were also mentioned as attractive features of ranch employment.

Commuting to work was named by eight counselors as the aspect of the job they liked least. Other complaints related to matters the individual employee cannot change. Four counselors, for example, found the working hours, including week-end assignments, a negative aspect of the job. Two also mentioned the frustration and the depressive aspects of the job.

When asked whether specific personnel policies and conditions were such as to attract and retain qualified staff, the boys' ranch counselors gave the responses set forth in Table 60. All 15 agreed that job security is a feature of ranch employment that is likely to be attractive to qualified applicants. A large majority also believe that existing methods of handling employee complaints are an asset in recruiting personnel. Policies with respect to vacations and sick leave were also rated high. Those aspects of ranch employment that are regarded as an obstacle in attracting good personnel included the methods of hiring now used, the paucity of opportunity for promotion, and the present plan of retirement benefits.

While admittedly a subjective impression, there was unanimous feeling on the part of BASPC observers that the staff morale, client morale, and general atmosphere were better at the two boys' ranches than in any other part of the Juvenile Court/Probation Department operation.

TABLE 60

OPINIONS OF BOYS' RANCHES COUNSELORS AS TO EXISTING ASPECTS OF RANCH
EMPLOYMENT LIKELY TO ATTRACT AND RETAIN COMPETENT STAFF, 1968

Aspects of Ranch Employment	Yes (1)	No (2)	No Answer (3)
Job security	15	0	0
Handling employee complaints	12	3	0
Vacation and sick leave	11	4	0
Personnel evaluations	10	4	1
Salaries	10	5	0
Educational leave	8	5	2
Hiring processes	5	9	1
Promotions	5	9	1
Retirement benefits	5	10	0

IX. THE DEPENDENCY SYSTEM

The dependency system of the Juvenile Court, which is the focus of this chapter, is only one part of the larger child protective system found in all communities. Because of the nature of this study, only the role of the Probation Department within the larger system will be evaluated. It is not possible, however, to evaluate this role without looking at the community's total system for child protection.

The Child Welfare League of America has defined protective services as: ". . . a specialized social service for children who are neglected, abused or exploited. . . . The service, in behalf of the child, has as its purpose to help parents recognize and remedy the conditions harmful to the child, and to fulfill their parental roles more adequately; or to initiate action either with parental cooperation and consent or through petition to the court, to obtain substitute care for the child whose parents are unable, even with help, to meet his minimum needs."^{1/}

For many years in San Francisco, only two major agencies were involved in the protection of children - the Probation Department and the Police Department. It was not until 1963 that the Department of Social Services had its first full unit in protective services. The Department added a second unit in 1965 and thus became the third major agency in the child protective

^{1/} Child Welfare League of America, Standards for Child Protective Services, New York, 1960, pp. 10,11

system in San Francisco and, by ordinance, the community's protective service agency.

The Department of Social Services presently has four such units - two in the main office with ten social workers and two supervisors; one project in Western Addition Service Center with one supervisor, three social workers, and three community aides; and a project at San Francisco General Hospital with two social workers and a supervisor.

The addition of a third major agency to the child protective system, has not been accompanied either by careful coordination of services or by realignment of functions. Staff interviews within the three departments reveal a lack of unity of purpose. One department head reported that he had not had occasion to speak with his counterpart in another agency since his appointment. This is symptomatic of the present lack of coordination in the community's child protective system.

Since the emergence of the new service in the Department of Social Services in 1965, some changes in the handling of neglect and abuse cases have occurred, but no formal agreements or understandings have been clearly reached among the three major agencies involved. Essentially, the police still refer, or bring, all cases to the Juvenile Hall or to the Family Intake Unit in the Probation Department, and refer very few cases to the Protective Services Unit at the Department of Social Services.

The present child protective system of the community has what may be called a "three choice in-put," meaning that referrals can be made to any

of the three major agencies involved. Because of the lack of clear differentiation of responsibility among these three agencies, the concerned citizen or community agency cannot be expected to know which agency to contact if a child neglect case is encountered. Each of the three agencies is contacted about similar situations and each of the three handles them in a distinctly different way. The agency to which the situation is presented will usually handle it without a referral, unless there is clear-cut abuse, in which case the police must be involved. Thus the handling of a neglect situation in San Francisco and the resultant plan for the children involved may be as much determined by who is first involved at the "three choice in-put" as by the specific nature of the problem. This lack of consistency within the present system can best be demonstrated by looking at what happens to the children initially in each of the agencies under the present "three choice in-put" system.

Alternative 1 - Department of Social Services, Protective Services Unit

If a given neglect situation is referred to this agency, it will evaluate the circumstances and provide casework service to the family in an effort to make placement of the children outside their own home unnecessary. Concurrently, steps will be taken to provide safeguards for the child in the home. If placement is necessary, the caseworker will try to involve the parents in the process and will continue to work with them in the hope of effecting improvements that will enable the child

to return to his own home. This may involve almost daily contacts with the family and with other community resources. If the child happens to be referred to this agency rather than to one of the other two, authoritative intervention may never be necessary. A review by a supervisor of the cases of Protective Services, Department of Social Services, revealed that only about 6 percent required referral to the Court.

Alternative 2 - Police

The police, it should be noted, are the only one of the "three choice in-put" agencies available nights, on weekends and on holidays. Therefore, at these times there is no choice. When neighbors or others report a case of abuse or neglect to the police, an officer evaluates the situation from his frame of reference, and if he feels there is sufficient evidence, will remove the child from the home to the Youth Guidance Center. The following day after a police report is received, the Family Intake Unit of the Probation Department will become involved. Following the investigation of a complaint, the police may decide to take no action. The number of such situations was not ascertained. Occasionally, the police may refer a case directly to Family Intake Unit, but by far the larger numbers are detained at the Youth Guidance Center first. Thus, if the child is referred to the Police Department he will, in a majority of cases, be detained at the

Youth Guidance Center en route to the Family Intake Unit.

Alternative 3 - Family Intake Unit of the Probation Department

The Family Intake Unit will be discussed in more detail in the following section, but it should be mentioned here as one of the "three choice in-put" alternatives. As an arm of the Court, the Family Intake Unit must evaluate the child's situation to determine whether the evidence available warrants Court intervention. If such intervention is warranted, a petition is filed and the Court is asked to make the child a dependent child of the Court. The Family Intake Unit is able to do only limited counseling because of heavy caseloads. If a child is detained, the Family Intake Unit is required by law to file a petition within 48 hours. As a result, petition cases must receive, and do receive, priority attention, perhaps at the expense of the other cases urgently needing counseling.

The training and the workloads of the persons in each of the three agencies in the "three choice in-put" system are quite different. Workers in the Protective Services Unit in the Department of Social Services are supervised by persons with a master's degree in social work and a background in child welfare. The workers must have either a master's degree or four years' of experience in child welfare work. Their caseloads are from 10 to 25 cases. The police are not trained to evaluate home situations, nor are they equipped to provide service to the family. The probation officers in the Family Intake Unit must have a college degree and two

years' of experience with minors. Their caseloads in 1967 averaged about five new cases per week and at least two Court hearings per week. In addition, every worker must spend one day per week as "worker of the day" handling all calls, referrals and inquiries that come to the Unit.

The professional literature on this subject is in substantial agreement^{1/} that a community should have one central evaluative and protective services center to which all complaints of abuse or neglect received from police, school, courts, welfare, relatives, citizens and other persons, should be referred. It is also generally agreed that this is a child welfare function and should be under the auspices of an administrative child-welfare-oriented agency, rather than of a judicial system. These services must be available 24 hours a day, seven days a week. The function of this central agency is the evaluation of every referral to determine the validity of the complaint, the immediate and long-term action necessary, and to determine which agency can provide the needed assistance. Such an agency does not bear the full responsibility for the protection of children in a community, but rather is the central point of intake and the coordinator of a child protection system. One of the most significant facts observed in this evaluation of the child protective system of San Francisco was the lack of such coordination among the agencies.

Family Intake

The Juvenile Court has described the function of the Family Intake

^{1/} Hunt-Hall, Planning for the Protection and Care of Neglected Children in California, August 1965, p. 133; and, Child Welfare League of America, Child Protective Services Standards, 1960, p. 15

Unit as follows: "Family Intake is responsible for all new referrals on dependency cases. The probation officer in this division investigates all complaints of child abuse or neglect, counsels parents, and refers them to community resources when such referral is indicated. When necessary, the probation officer files petitions to bring dependency matters under the Juvenile Court, prepares social histories and presents the cases in the Court with a recommendation as to the disposition."^{1/} As the above statement indicates, the Family Intake Unit performs four major functions: (1) investigation; (2) counseling; (3) referrals; and, (4) filing of petitions.

The investigation of complaints of abuse and neglect is a major responsibility of the Family Intake Unit. In 1967, 1,745 official referrals were evaluated by this Unit, which is staffed by six probation officers and one supervisor. In addition to the official referrals, many cases are handled by the "worker of the day." These may take 10 or 15 minutes or several hours, but most of them do not result in acceptance of the case^{2/} and are therefore not included in the total number of official referrals shown above.

As shown in Figure 7, of the 1,745 official referrals accepted by Family Intake in 1967, 1,059, or 60.7 percent, were closed at Intake. Of the 1,059 cases closed at Intake, only 212 were referred to other agencies and

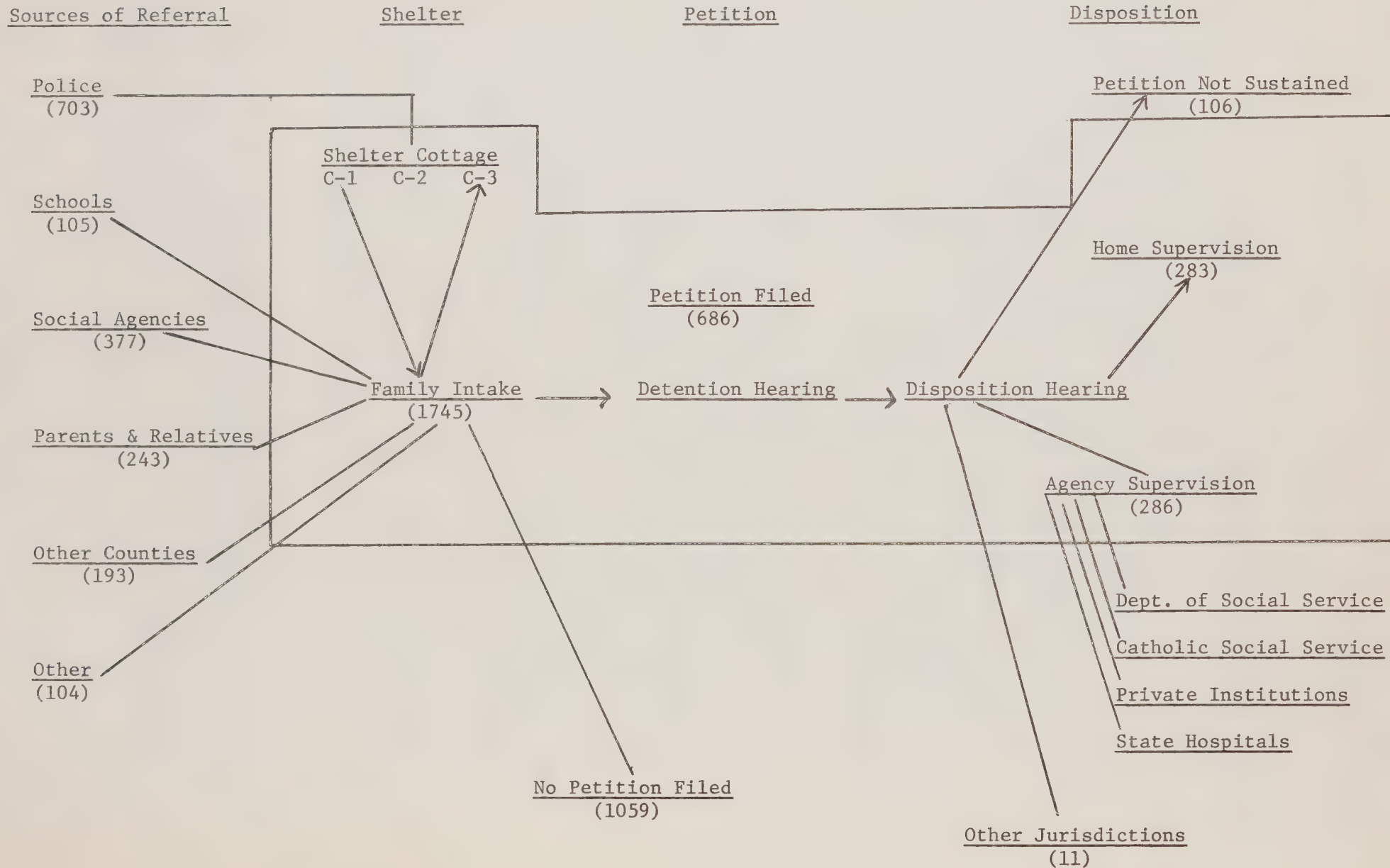
^{1/} San Francisco Juvenile Court Annual Report, 1966, p. 26

^{2/} BASPC staff observed the operation of the Family Intake Unit for ten days. On one of these days the "worker of the day" handled ten new situations, but only two of them became official referrals.

FIGURE 7

DEPENDENCY SYSTEM, SAN FRANCISCO JUVENILE COURT

Sources of Referral, Shelter, Adjudication and Disposition, 1967



and many of these were referred, not to service-focused resources, but to a worker in the Department of Social Services whose chief task is the handling of financial assistance.

The problem pointed out by these facts obviously cannot be solved by the Family Intake Unit alone. The community lacks two types of resources: (1) pre-Court referral services; and (2) services for cases not adjudicated. The pre-Court referral services are required to stem the flow of dependency cases to the Court, many of which need never go there. These services should include initial screening, evaluation, and the provision of the types of preventive services indicated by the evaluation. Among cases similar to those now coming to Family Intake Unit which are at present handled by the Protective Services Unit of the Department of Social Services, only about 6 percent are referred to the Court. In other words, the preventive work reduces sharply the number of dependents whose cases must be referred to the Court because legal intervention is indicated. The cases that must be referred to the Court include the clear-cut abuse cases.

The second deficiency in community resources which affects the work of Family Intake is the lack of resources to which cases may be referred if a petition to the Court is not indicated. Although the Family Intake Unit does not take full advantage of referral to the Protective Services Unit at the Department of Social Services, it is also true that this resource would not be sufficient to handle the 1,059 cases on which petitions were not filed in 1967. Moreover, the private family service agencies have become less and less available to accept such referrals. This combination

of circumstances means, quite simply, that a deficiency exists in the community resources available to accept referrals from the Family Intake Unit. As a result, the statement was heard several times that "this case will be back later with sufficient evidence to warrant a petition." No service was available in the community to prevent this continuing deterioration.

The staffing of the Family Intake Unit is not commensurate with the demands made upon it. With a maximum of six probation officers, the Unit must handle approximately five-and one-half investigations a week. In addition, each probation officer has more than two dispositional hearings per week and spends one full day each week as "worker of the day." The cases of abuse and neglect handled by the workers are very complex and require a great many interviews and collateral contacts. The result of this pressure is that cases that do not seem, on the surface, to represent emergencies are delayed - sometimes as much as a week - while the closing and referring of non-petition cases simply has to be neglected.

The in-service training of the staff of Family Intake is limited to the general orientation sessions shared by all probation staff and to the case-by-case training provided by the supervisor. The staff of Family Intake expressed desire for further training - particularly for specialized training in the areas of law and evidence.

Shelter Care

One of the national standard-setting agencies in the field states the following in its section on the difference between detention and shelter care:

"Detention should not be confused with shelter care. Shelter is the temporary care of children in physically unrestricting facilities, usually pending return to their own homes or placement for longer-term care.

"Detention, properly used, is an exclusive service for the juvenile court. Shelter care is a broader child-welfare service for the court and other public and private child and family agencies, not for exclusive use by the court.

"Satisfactory detention care requires specially designed, physically secure, fireproof buildings; shelter should provide care as nearly as possible equivalent to good family care (in subsidized boarding homes, receiving homes, or temporary care institutions) whether or not the child is under the jurisdiction of the juvenile court.

"Children who require detention are for the most part disturbed adolescents who have been apprehended for serious violations of the law. Those who require shelter are for the most part infants, toddlers, pre-school children, and school-age children usually in the lower grades.

"Juvenile courts which do not attempt to serve as all-purpose child welfare agencies find no difficulty in clearly differentiating the separate functions of detention and 1/ shelter care and in seeing need for separate facilities."

The three shelter cottages at the Youth Guidance Center have an average of 79.7 children per day. The ages range from infancy to 18. The infants to five years of age are in one cottage, boys 5 to 18 in another, and girls 5 to 18 in a third. Thus, the wide range and the differences in needs of the children within any one cottage present the staff with a problem in trying to provide a program. Most of the counselors interviewed thought they were not able to provide a program for the child beyond a custodial level.

1/ National Council on Crime and Delinquency, Standards and Guides for Detention of Children and Youth, 1961

The present "three choice in-put" system (Protective Services, Police and Family Intake) also affects the shelter care given to the dependent children in San Francisco. As indicated earlier, children in similar situations receive different kinds of care, depending upon which of the three agencies is contacted. The police provide shelter care for the child at the dependency cottage at Juvenile Hall. This begins the process of an investigation in Family Intake the following day when the police report arrives. If the same child came first to the attention of the Family Intake Unit of the Probation Department, an evaluation of the situation would be made based on the evidence available. This might result in leaving the child in his own home or in the home of relatives. If neither of these resources is indicated, Family Intake has only the shelter cottages as an alternative. This means that the child is detained. Once this has happened, the legal machinery must be put into effect, either to file a petition, or to release the child. The alternatives are clear and are adhered to faithfully.

If the Protective Services Unit of the Department of Social Services becomes involved in a similar situation, an effort is made to help the family improve the care of the children and to maintain the family intact. If this is not possible, an attempt is then made to involve the family in placing the child in a foster home or an institution on a voluntary basis. As a last resort, the case may be referred by the Protective Services Unit to the Court for authoritative intervention. Thus the likelihood of immediate removal of a dependent or neglected child from his home is greatest in the case of the police and least in the case of the Protective

Services Unit of the Department of Social Services.

The shelter cottages in San Francisco Juvenile Hall are located in the same grounds and are under the same administration as the juvenile detention facility. The staff is interchangeable and individual staff members are moved from the dependency to the delinquency cottages as needed and vice versa. It was found from observation and from interviews with staff that even in the shelter cottages a great deal of restriction is placed upon the dependent child partly because of insufficient staff, and partly, perhaps, because of a security consciousness that comes from working with delinquent children. Several examples may clarify this point.

1. Counselors state that to get the cleaning job done in the dependency cottage, it is frequently necessary to lock most of the children in their rooms while a few of the children assist in the cleaning.
2. At all times during the day, the cottage doors are locked from both the inside and the outside. (Reportedly this is to keep parents from kidnapping children.) At night, the older children are locked in small rooms identical with those in the delinquency cottages.
3. Counselors are not free on weekends or at other times to take groups of the dependent children to the park or on walks partly because of lack of staff and partly because requests to do so frequently meet with disfavor.

4. Security nets are used on beds for the children under five years of age in the shelter cottages. Administration states that the reason for this is to prevent children from falling out of bed at night. The administration of the shelter cottage facilities in Sacramento was asked about the use of security nets and indicated that they are not necessary so long as older children are in junior beds, and adequate staff supervision is provided.

When questioned about the restrictive nature of the shelter cottages, the administration stated that the children in the shelter facility could run away at any time while in the playyard because the fences are so low.

The differential use of detention and of shelter care mentioned in the statement of the National Council on Crime and Delinquency quoted above, is a significant problem under the present single administration at Juvenile Hall. Two examples will demonstrate this point. A ten year-old girl was detained overnight in the delinquency cottage because the police, in bringing her for shelter, had not made themselves understood. The girl and her friends were picked up by the police for shoplifting less than \$2.00 worth of merchandise from a store. The other girls were returned home, as was this girl, but the police found her home unfit for human habitation and accordingly brought the girl in because of the home, rather than because of the shoplifting. If the two functions of detention and shelter had been separate, the girl would have been taken to the shelter facility.

The second example derives from the policy of temporarily detaining,

upon return, any child who "walks away" from the shelter cottage. This "walk away" child is detained in the delinquency cottage and in some cases a delinquency petition is filed. The frequency with which this happens could not be established, but it is obviously much easier to detain a "walk away" dependent if a single administration operates both facilities. The Children's Receiving Home of Sacramento, administered separately from the detention facility, which services a community population comparable in size to San Francisco, reports using the Detention Hall for dependent children less than six times per year.

The law requires that children of school age be provided with schooling wherever they may be. Hence, the children in the dependency cottage are provided schooling in each of the two older children's cottages. There are two classrooms providing a coeducational school program, but basically each child is in the class for only one-half day. The use of the community schools for dependent children is very limited, and at the time of interviews with the counselors, only one child was participating in a community school program.

The outdoor recreation facilities include a small area with swings, slides and see-saw; another fenced area for basketball and volley ball; and a third area with larger swings and bars for climbing. The equipment was observed to be in poor repair with less than half of the swings useable. The basketball area is flooded during the rainy months. The official site plan indicates that the useable area of this playground does not exceed one-half acre, which is obviously inadequate to serve the out-

door recreation needs of an average population of 79.7 children per day.

Because of the poor local weather conditions in the area of the Youth Guidance Center, outdoor recreation is frequently not possible. The indoor facility in the cottage for children under five is very well equipped and is staffed by the "Foster Grandparent Program."^{1/} In the other two cottages, the "living area" appears to be adequate for TV watching and quiet games, but probably not adequate for active recreation. The only gym facilities are those in the delinquency cottages. They are in great demand and therefore, are frequently not available to the dependent children.

The most common complaint of staff in the dependency cottages was the amount of counselors' time and energy involved in housekeeping and cleaning functions. Particularly in Cottage C-1 with young children, cleaning is the major job of the counselors. One porter assists in the cleaning on weekdays, but the counselors still must wash dishes, fold clothes, change beds, sweep and mop the floors, in addition to the bathing and cleaning of the children. At times, one counselor gets 15 children under five years of age out of bed, changed, toileted and washed in the morning. Individual care and attention under such conditions is very difficult.

The policy and licensing practice of the regional staff of the State Department of Social Welfare, is that children under the age of five should not be either in group care or in an institutional setting. The Department

^{1/} The "Foster Grandparent Program" is funded by OEO and provides for senior citizens as recreational aides for the dependent children.

withholds licenses from new agencies and applies pressure to old agencies to change, if this is the type of care they provide for children under five years of age. The Department has established this policy because of the great need of children for individual attention in these early years. Therefore, they would recommend family foster homes on a subsidized basis to be used for children under five years who need emergency shelter. They stated that if the shelter cottages at the Youth Guidance Center were a private institution and were applying for a new license, they would not meet the licensing standards in this area.

Interviews with the staff of the dependency cottages revealed that, although most of the present staff prefer working in the dependency cottages, many believed that being sent to the dependency cottages from the delinquency cottages is a disciplinary measure used by the administration. They also think the administration assigns to the dependency cottages, staff members who are considered not competent to deal with problems in the delinquency cottages. It was not possible to determine whether or not the staff was correct in considering an assignment to the dependency cottages as punishment.

In a circular letter No. 2108 (CWS), dated March 19, 1968, directed to all child county welfare departments by the Department of Social Welfare, the State Department passes on to the welfare departments, the views of the Children's Bureau of the Department of Health, Education and Welfare, regarding shelter care as follows: "The Children's Bureau has taken the position that these services (shelter care and protective services)

can best be carried out within the framework of an administrative agency. This position is set forth in Standards for Juvenile and Family Courts, as well as in other documents published by the Bureau. This activity sometimes results in the need to plan for the transfer of shelter care from Probation Department to public departments of social service, thus emphasizing the need for these services being part of an administrative agency structure.

"Another position of the Children's Bureau is that shelter care cannot stand alone, but must be a part of a range of services planned to meet the emergency needs of children from temporary care either in or out of their own homes."

In this same vein, the Report of the 1967 San Francisco Court Grand Jury, declared: "Recommendation: That the dependent and neglected children be moved out of the Youth Guidance Center. The housing and care of delinquents and dependent children in the same facility cannot be justified."^{1/}

The cost of care at the Youth Guidance Center per child per day is \$12.00.^{2/} With an average daily dependent population of 79.7, the daily cost for shelter care would be \$956.40 per day or \$349,086 per year.

^{1/} 1967 Grand Jury - San Francisco Juvenile Department (Youth Guidance Center)

^{2/} This information was obtained from an unofficial report for 1967 provided by the Statistical Unit of the Probation Department.

Court Hearing

The next step that the child must go through in the dependency system (as shown in Figure 7), is the Court hearing, of which there may be two. The first is the detention hearing, which must occur not more than 72 judicial hours after the child is taken into custody. This proceeding takes place before the judge of the Juvenile Court. The second hearing, commonly referred to as the dispositional hearing, is usually conducted before a referee. A lapse of 15 judicial days is permitted, by law, between the first and second hearing to allow time for investigation of the situation.

Although 1,521 children were admitted to the shelter facility in 1967, only 686 petitions were filed. This means that many children were detained for periods of less than 48 hours and, therefore, no petitions were either required or filed. A further explanation for this situation is that the admission figures contain duplicates. In other words, one child may be detained briefly several times before any petition has to be filed. As is indicated in Figure 7, 686 petitions were filed and 569 children were declared to be dependent children of the Court in 1967. Thus, in almost one out of every six cases, the Court did not sustain the presented petition after it reached this point in the system. This fact has an important bearing, of course, on the question of whether the Court should bear the initial responsibility for the screening and evaluation of dependent children.

In all disposition hearings, an attorney from the Legal Aid Society of San Francisco is present in the courtroom. In most cases, but not in

all, he represents the interest of the child. It was, however, observed that in several cases he took the role of defending the parent. The attorney frequently was observed not to have read the probation report nor to have met his client prior to the hearing. This is a deficiency that may possibly be related to the large volume of cases. Whatever the reason may be, the ability of the attorney under these circumstances to represent the best interest of the child against a parent who may have retained a private attorney is subject to question.

A second problem arises when the petition has been sustained and the minor is declared a dependent child of the Court. The first part of the probation officer's report is an evaluation of the evidence in relation to the law. However, a subsequent section of the report deals with the social situation and the plan for the child. Such a plan, if it is to be in the best interest of the child, should be based on carefully gathered facts about the present home situation and the community resources available to the Court. A professional judgment based upon these facts must be reached and a recommendation made to the Court that will be in the child's best interest. This calls for a professional child welfare opinion, not a legal one. It was observed in the hearings before the referee that the attorney sometimes makes recommendations that are in direct opposition to the probation officer's recommendation. The recommendations of the attorney are sometimes not only requested but also acted upon by the referee. The probation officers confirm this observation. This practice places the probation officer in a peculiar position. Although theoretically he represents the best interest of

the child, he sometimes finds that his judgments are set aside in favor of those of an attorney who also thinks he represents the best interest of the child. The first part of the probation report must stand the test of legality and it is well within the experience and professional training of the attorneys to apply this test. The responsibility for the recommendation on the social and living situation to be decided upon for the child has been delegated by the Court to the Probation Department and should, therefore, presumably be the one which the Court either accepts or rejects.

Disposition

As has been noted in the previous section, if a petition is filed on behalf of the child, a hearing will be held within 15 judicial days, to determine, first, whether the allegations of the petition are sufficient to declare the child a dependent of the Court, and second, in case he is declared a dependent of the Court, to decide what is the best plan for the child's further care. In 1967, 686 children reached this point in the system (see Figure 7). In 106, or 15.4 percent of the cases, the petition was not sustained and the disposition was to return the child to the parent with full responsibility for the care and supervision of the child. The remaining cases are either returned to the home of their parents or to relatives' homes under formal supervision (283 or 41.2 percent), or are placed outside of their homes in foster homes or institutions (286 or 41.7 percent), or are transferred to other jurisdictions (11 or 1.6 percent). Cases of out-of-home placements are at present transferred almost exclusively to the Department of Social Services for placement and supervision.

Catholic Social Service and Homewood Terrace still supervise a number of out-of-home placements, but are accepting few new cases. Because the San Francisco Court does not commit children directly to the Department of Social Services or to other agencies, a probation officer in the Agency Supervision Unit must be assigned to each of these cases. The probation officers in this Unit do not work directly with children, but rather do the necessary paper work for annual reviews and periodic hearings. Each probation officer in this Unit may carry as many as 300 cases.

The respective roles of the probation officer and of the social worker in the placement agency are not entirely clear. The social worker who has worked with the child during the year is requested to submit a report to the probation officer, who then, in effect, presents it to the Court. In 1967, the end of the month statistics showed a total of 2,049 dependent children in supervised placement, 80 percent of whom were placed and supervised by the Department of Social Services and 12 percent by Catholic Social Service (which no longer routinely accepts cases). The remainder (8 percent) were in private institutions and in State hospitals. The relationship of the Court to the agencies that place and supervise dependent children will be discussed in the section of this study entitled "Inter-Agency Relations." However, it should be noted at this point that both the Department of Social Services and the Agency Supervision staff of the Court think that children should be directly committed to the agency that is placing and supervising the case. This would mean that the social worker involved would be able to present re-

newals of dependency directly to the Court. In some situations, it might still be necessary to involve a probation officer, but not in the "middle-man" role he presently plays. In several other California counties, notably Los Angeles and Contra Costa, direct commitments to the placement agency is the present practice and it seems to operate well.

Still another type of disposition is available to the Court. This disposition is utilized when there is sufficient evidence to sustain the petition but the preferred plan is to return the child to his own home, or the home of his relatives under Court supervision. In such instances, the case is transferred to the Home Supervision Unit of the Probation Department, which is made up of six probation officers and one supervisor for 859 children or an average of 143 children per worker. Because of the size of the caseloads, the probation officers state they can really handle only the renewal investigations and those cases that cause problems. They try to see the other cases once every three months, since they are aware that every one of them showed enough evidence of neglect or abuse to sustain a petition and to result in dependency status.

The San Francisco Probation Department has not worked out written agreements with the Child Welfare Service of the Department of Social Service which would make their casework services available to dependent children in their own homes. California counties are moving toward placing this responsibility for working with dependent children in their own homes with Child Welfare Service for two reasons: first, the community's responsibility for working with dependent children and their families is

seen as a child welfare function rather than a probation function; and, second, state and federal financial support for salaries of personnel is available for child welfare services which is not available for probation services.

X. ENVIRONMENTAL HEALTH AND HEALTH SERVICES

ENVIRONMENTAL HEALTH

Introduction

Unlike most aspects of the Juvenile Court system heretofore described, the issue of health services is one which impinges upon the minor at several points as he travels through the system. For example, he is the subject of a physical examination shortly after admission to Juvenile Hall. Health regulations also govern the environment of the Juvenile Hall unit in which he lives, and, if he should become ill while detained, provision must be made for his care and treatment. If he is considered for placement in a foster home or residential treatment center, certain medical clearances must be obtained. If committed to a boys' ranch, his environment there is subject to multi-faceted health scrutiny, ranging from food handling and water purification to provision for emergency medical care.

It is thus obvious that health factors are an important ingredient within the system of juvenile justice. Hence this chapter examines first the environmental health factors which are essential to assure a wholesome healthy environment for minors who are in physical custody. Thereafter consideration is given to the over-all health services available at the Youth Guidance Center, including psychiatric services, and to the recent transfer of this responsibility from the Court to the Department of Public Health.

Recognizing the basic importance of these problems, BASPC sought and obtained an expert medical consultant to provide guidance in the health sections

of the study. This consultant was Edward B. Shaw, M.D., Professor of Pediatrics, Emeritus, University of California San Francisco Medical Center.

JUVENILE HALL

Protection of the health and welfare of each minor detained at the Youth Guidance Center is a right guaranteed by law. The health officer of San Francisco City and County is required by Section 459 of the Health and Safety Code to investigate health and sanitary conditions /1/ of all jails and detention facilities /2/ at least annually, and additionally when requested or advisable. The purpose of the health officer's investigation is to determine whether there is compliance with the minimum jail standards issued by the State Board of Corrections and with the California Restaurant Act, 1961, Sections 28540 through 28584. A report of such investigations must be submitted to the Attorney General, the Board of Corrections, the Board of Supervisors, and to the sheriff or other person in charge of such jail or detention facility.

Pre-Admission Policy

Prior to admission, a minor under the influence of alcohol or drugs is examined by a physician at the San Francisco General Hospital, who must indicate in a signed report that the minor is acceptable for admission to Juvenile Hall. In dependent or shelter cases, children under one year of age are usually examined and approved for admission by a physician at one of the various community

/1/ The phrase "health and sanitary conditions" as used in Section 459 includes the medical program available at Juvenile Hall.

/2/ In the past, there had been considerable doubt as to whether juvenile halls are detention facilities within the meaning of Section 459. On August 9, 1963, Hon. Stanley Mosk, the Attorney General of California, concluded that juvenile halls are included within the term "other detention facility of the county" as used in the Health and Safety Code.

hospital emergency wards. Babies under three months of age and girls past their sixth month of pregnancy are not admitted to Juvenile Hall, but are referred to San Francisco County General Hospital. Although the above intake policy is generally followed, administrative and medical staff have indicated instances in which minors usually unacceptable for admission have had to be accepted owing to the unavailability of alternative accommodations. For example, medical isolation, if indicated, can be arranged in B-5 cottage, which affords a private room and close supervision and observation by the counseling staff.

Intake

At the intake desk, the minor's valuables are itemized and stored. Any medication or drugs are removed from his possession until verification is received from the physician or the drugstore of origin. A few years ago, the policy was to isolate all new admissions for 48 hours (slightly longer during weekends), but administrative and medical personnel at Juvenile Hall have amended this policy to allow the registered nurse on duty to make a cursory examination of each new arrival and decide whether medical isolation is necessary. The following morning, or the following Monday morning if admitted during the weekend, the child is given a medical and dental examination by a physician and a dentist.

Once the minor is admitted, he is escorted to a cottage within Juvenile Hall. The dependent or shelter care cases are segregated and assigned according to age and sex to the "C" cottages. The truant or runaway and delinquent cases are also segregated according to age and sex and are assigned

to either "G" cottages for girls or "B" cottages for boys. Upon arrival at the assigned cottage, the minor exchanges his street clothes for clothes issued by Juvenile Hall. He is then advised to take a shower, underwear and socks are issued to him, and he is assigned to a room. His room assignment depends on daily census conditions. A three-to-a-room assignment may be necessary during high population periods. In that event, a bed will not be available and a mattress will be secured from storage and placed on the floor for sleeping purposes.

Overcrowded Conditions

The above-described condition typifies the continually existing problem of overcrowding that has long been associated with Juvenile Hall. It has never been possible to maintain the rated capacity based on one child to a room, which is as follows:

<u>Boys Cottages</u>	<u>Girls Cottages</u>	<u>Shelter Cottages</u>
B-1.....19	G-1.....15	C-1.....30
B-2.....20	G-2.....20	C-2.....25
B-3.....20		C-3.....25
B-4.....20		
B-5.....25		
Sub-total 104	Sub-total 35	Sub-total 80
TOTAL (All Cottages) - 219		

The average daily population of Juvenile Hall /1/ in fiscal year 1967 was 329.6. This figure represents an average daily population increase of approximately 100 percent from the average of 165.9 reported in 1951. A comparison

/1/ San Francisco Juvenile Hall, Selected 1967 Statistical Data. Prepared by Statistical Unit of the Probation Department.

of the total admissions reported for the first nine months of 1967 with the same period in 1966, indicates an increase of 45.6 percent./1/ The overcrowded conditions were specifically noted in a report received from BASPC's medical consultant, Edward B. Shaw, M.D., who observed with disapproval three boys in a room designed for one, with only two beds and a third boy sleeping on a mattress on the floor.

Ventilation

As a result of the continuous overcrowding and because of the physical design of the plant, the provision of adequate ventilation has presented problems. This fact was noted in the October 26, 1966 sanitary inspection made by L. J. Crowley, Inspector, San Francisco Health Department as follows: "Ventilation within cottage school classrooms is inadequate. Because cross ventilation is impossible, mechanical ventilation should be utilized." In the cottage rooms, the counselor staff report that ventilation is a problem since the windows available are difficult to adjust properly and oftentimes produce uncomfortable drafts. The Chief, Building and Maintenance Office at Juvenile Hall reports that heating has always been adequate but proper ventilation has been a problem for some time. Presently, the cottages are being converted to receive tempered air and to provide proper exhaust for each room. To date, the necessary repairs have been completed in two cottages. Although ventilation will be improved as a result of this conversion, the 500 cubic feet of air space per inmate advocated in item #41 of the Minimum Jail Standards

/1/ San Francisco Juvenile Hall, Selected Statistics, 1967 compared with 1966 (first nine months), prepared by Statistical Unit of the Probation Department.

established by the State Board of Corrections, will not be possible with present overcrowding and the present physical plant.

Laundry

Upon admittance to the cottage, each minor held over 48 hours is given freshly laundered clothes in exchange for his personal belongings, which are laundered and properly stored until his release. The child is also issued a clean towel, toilet articles, a clean shirt and blanket, and clean clothing consisting of a tee shirt, shorts, pants and socks. A determined effort is made to exchange the above items as often as possible to accomplish the objective of hygienic cleanliness, but the combined effects of increased population, short-stay turnover rates in the delinquency cottages, and the continual demand for clean clothing and bedding in the dependency cottages have made it difficult to meet the constant increase in demand. Thus, a priority system is necessary which gives top preference to the needs of the dependency cottages, followed in order by the girl cottages, the boy cottages and lastly, the institutional needs, such as those of the Food Service Department.

The central laundry staff has not increased since 1951 and is operated by one male washer, two laundresses and a few cottage honor boys when available. The "inadequate laundry machinery" /1/ consists of one large washer (with a rated capacity of approximately 120 pounds) which has been in use for 16 years and is in frequent need of repairs, and two clothes dryers, one of which was installed eight years ago. To supplement this equipment, smaller,

/1/ Quoted from San Francisco Juvenile Court Annual Report, 1966, p. 49.

home-type washers and dryers have been installed, one of each in C-1 cottage and also in B-1 cottage. Numerous attempts have been made to improve the laundry situation by requesting an additional washer but the requests for funds have been denied. In the last budget request, however, the strategy of requesting a new replacement instead of an additional washer resulted in an affirmative allocation of funds. This action will provide a functionally-superior washer, but the production problem will remain the same and therefore success in attempting to provide an adequate supply of clean clothing and bedding cannot be expected.

Janitorial and Housekeeping Duties

A staff of a sub-foreman and five janitors is responsible for numerous other duties in addition to housekeeping. As a result, the staff members estimate that approximately 30 percent of their time is directly concerned with janitorial or housekeeping duties. To fill the gap, cottage staff and older children have, of necessity, performed daily housekeeping chores to maintain a clean and sanitary environment. The cleaning of walls, windows, and general housekeeping has had to be delegated to an "as needed" priority by the janitorial staff. Although the delinquent girl cottages and the dependency cottages are satisfactory, the boys cottages need some general maintenance, such as repairs to walls, floors and fixtures in cottage rooms, and follow-up painting where needed.

The budget allocation for household and janitorial supplies for the years 1964-65 through 1966-67 is as follows:

	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>	<u>1966-67</u> (granted)
Household and Institution Supplies	\$5,269	\$4,225	\$6,500	\$4,225
Cleaning and Janitorial Supplies	\$6,134	\$6,200	\$8,500	\$6,200

Pest and Rodent Control

In compliance with State health regulations, a local exterminating concern has received a contract to control and eliminate any vermin infestation.

Fire Inspection

A yearly inspection is made by the Fire Marshall. All fire fighting equipment and other detection devices must meet standards specified by the State Fire Marshall. As a result of the last inspection, additional fire extinguishers were installed to comply with his recommendations.

Fire drills are not standard procedure at the Youth Guidance Center for security reasons. If a fire does break out in one cottage, the other cottages are not affected and all children are immediately evacuated to an adjacent cottage until the condition is brought under control. Owing to the design and physical layout of the cottages, smoke presents more of a problem.

Food Service

All food is prepared in a centralized kitchen by a staff of one chef, four cooks, three kitchen helpers and two kitchen porters. Although originally designed and equipped to prepare food for 219 minors, small additions in staff and equipment have provided the flexibility needed to increase

food production during high population periods. For example, since the beginning of 1968, the number of children for whom three meals per day were prepared ranged from a high of 355 to a low of 252.

The food service program receives supervision and consultation from nutritionists employed by the San Francisco Public Health Department. Sanitary investigations are conducted annually, or more often if advisable, by a public health sanitarian and necessary improvements are recommended to insure that all food is prepared and served in compliance with the minimum standards set forth in Sections 28540 through 28584 of the California Restaurant Act. However, ventilation is a problem in the staple goods storage area. This area should be maintained at a temperature of 60 degrees F. but the emission of hot exhaust air from the refrigerator motors housed in the storage area tends to raise the temperature which stood at 75 degrees F. when examined. This is a temperature which can be harmful to the storage life of certain foodstuffs.

The basic meal pattern is three meals a day but additional food is available during the late evening or early morning hours. Other variations from the basic menu are special diets for medical or physiological reasons and special attention to the needs and requirements of the younger children in the dependency cottages. Boiled milk, pablum, and other strained baby foods are all prepared by the counseling staff in the cottages which house infants.

All meals are conveyed by carts to the respective cottage kitchens and are transferred to heating tables or refrigeration units as required. The

heating tables should be in operation to maintain the proper temperature so that the food can be served hot. Occasionally, this function has been neglected and food was served cold. The dining areas are all located in the cottage living units and are maintained in clean and sanitary condition by the children assigned to kitchen work duties. All utensils and dishes are washed and chemically sanitized in a three compartment sink and all garbage and other waste materials are placed in covered cans and are picked up each morning by the janitorial staff.

For disciplinary reasons, a child may be given a meal tray in his room. Aside from this exception, all food must be consumed in the cottage kitchen area.

Budget allocations for meat and foodstuffs have never been a problem. With increased average daily population, the total food budget has been increased from \$112,155 in 1964-65 to \$131,000 in 1966-67. The latter figure includes \$98,000 for foodstuffs and \$33,000 for meat which is obtained from a central supply at Laguna Honda Hospital and Rehabilitation Center.

Recreation

An organized recreation program is necessary for the physical and psychological development of children in this age group, especially in detention facilities such as Juvenile Hall where children are confined in locked rooms or are under constant supervision. Both indoor and enclosed outdoor recreation areas affording easy visual supervision are desirable to provide the normal outlets for energy and emotion required by growing children. A solid

recreational program is beneficial both to the children and to the counseling staff, since it offers a relaxed and informal opportunity for each to observe and learn about the other away from the usual authoritarian relationship. According to the California Department of the Youth Authority, "the fundamental basis for secure custody lies in the relationship between the child and his supervisor."/1/

The present recreational programs and facilities are limited and unorganized. The members of the staff feel handicapped because of the security risk involved in a large population (sometimes exceeding 50 children in a cottage for two counselors), the lack of equipment, and the absence of meaningful and organized recreational programs.

Presently, the delinquency cottages have a few hours devoted to indoor recreational activities including ping pong, checkers, television, and an evening gym program for a limited number of children. Depending on weather conditions, volley ball is occasionally scheduled in the central outdoor area located between the cottages. Although an area completely enclosed for security reasons, is available, it is not used for recreational activities or for daily outdoor leisure and relief from locked inside confinement. Many of the children detained at Juvenile Hall are from urban areas in which recreational parks are limited and, as a result, are familiar with games and sports that can be played and supervised in the enclosed

/1/ California Youth Authority, Standards for Juvenile Halls, Sacramento, 1965, p. 16

outdoor area available at Juvenile Hall. Punch or box ball, tag, and touch football are a few of the activities that would afford the emotional and physical outlet necessary for the children while detained at Juvenile Hall.

The recreational program at the dependency cottages is also limited but there is some playground area available to accommodate the different age groups. Here again, outdoor activities are dependent upon the weather conditions and the staff available. The equipment is limited and in need of repair and the programs are unorganized. The children in all dependency cottages can participate in outdoor or indoor activities or free play as the counselors' time permits. Also, through the efforts of the Volunteer Auxiliary at the Youth Guidance Center, various summer recreational activities have been scheduled to include picnics, swimming lessons, day camp trips, and a few professional baseball games. For the younger children in C-1 cottage, a foster grandparent program has proved mutually beneficial and has resulted in more meaningful and better supervised indoor and outdoor recreational activities.

The budget allocation for recreational supplies was \$251 in 1964-65, and \$260 in 1966-67.

BOYS' RANCHES

Presently, the Court has two boys' ranches in San Mateo County near La Honda. The rehabilitative philosophy, the programs, the promotional systems, the ratio of staff to children, the discipline, the privileges, the counseling sessions and the concept of "graduation" at the two facilities are quite similar. Therefore, this report will be concerned

primarily with Log Cabin Ranch. Any significant individual differences at Hidden Valley Ranch will be mentioned.

For a number of years, the sanitary and medical investigations at Log Cabin Ranch School were conducted by the San Mateo Health and Welfare Department. This service was provided at no cost to the County of San Francisco and eventually the question of jurisdictional responsibility was raised and resolved. On October 30, 1961, the City Attorney of San Francisco responded to a request for an opinion on the jurisdictional matter received from the Health Officer of the City and County of San Francisco. To quote the City Attorney, "Both the County Jail and Log Cabin Ranch, located in San Mateo County are detention facilities of San Francisco County, as that term is used in Section 459, supra. Consequently, the duty conferred upon you as Health Officer pursuant to Section 459, supra, requires you inspect these facilities regardless of where they are located, and after such inspection, make the necessary report."

Since the rendering of this opinion, the sanitary and medical investigations have been made annually, or more often as advisable, by the San Francisco Department of Public Health. The purpose of these investigations is to insure that the facilities comply with the minimum jail standards established by the State Board of Corrections. The investigations are made by a sanitarian, a nutritionist and a physician. The investigation includes: nutritional evaluation and consultation in meal preparation and management; a complete environmental inspection including food, clothing, bedding, general sanitation, and swimming pool; an evaluation of the quality of potable

water, and the effectiveness of the sewerage treatment facility. Samples of the water supply and of the effluent resulting from the last stage of sewerage treatment are collected twice a week and sent to the laboratory for analysis. The medical investigation indicates whether proper medical care is available to meet the acute emergency and hospital needs of the children. Reports of these investigations are made to the Attorney General, the Board of Corrections, the Board of Supervisors and to the person in charge of the jail or detention facility.

In addition, annual inspections are made by the following groups: the Grand Jury, the Juvenile Justice Commission, the California Youth Authority, the State Fire Marshall, San Francisco Department of Building Inspections, and the San Mateo Department of Public Health, which is responsible for the inspection of the farm and dairy plant. As an integral part of the dairy inspection, the sanitarian takes samples of potable water, the effluent discharge of the sewerage water and conducts the necessary chemical and water tests when the swimming pool is in operation. According to the staffs at both the San Francisco and San Mateo Health Departments, the Ranch administration has been most cooperative and efficient in complying with recommendations.

Buildings, Food and Related Facilities

The boys at the Ranch are quartered in dormitories with living space, storage, lighting, heating, ventilation, washrooms and showers maintained in a hygienic and sanitary condition as stated in the 1966 sanitary inspection report by the San Francisco City and County Health Department. They are

provided with the necessary toiletries and daily showers are mandatory. Clothing is adequate. Three outfits are issued to each boy and are utilized in the following manner: one set including a shirt and pants is worn, a second set is in his locker, and the third set is being laundered. Once per day, clean underwear and socks are issued and once per week, the towels, sheets and pillow cases are exchanged for laundered items. Blankets are scheduled to be laundered every three months but this period is usually prolonged owing to the inadequate laundry facilities available at the Ranches.

All meals are prepared and served in a centralized kitchen and dining area. The food is adequate in quality and quantity and nutritional consultation is available from a nutritionist from the San Francisco Department of Public Health. The dining room atmosphere is pleasant with boys seated 6-8 per table. The kitchen staff of two cooks is aided by the boys who are assigned to the kitchen and dining room work program.

All milk is provided by the dairy farm which produces about 200 gallons per week. The milk is pasteurized, homogenized and further processed in the dairy plant by the boys assigned to this work program. The entire dairy operation is supervised and managed by a staff agricultural instructor. In addition to the cows, there are chickens and pigs. All slaughtering of large animals is done commercially in San Francisco.

All laundering for the 160 persons at the two Ranches is provided at Log Cabin Ranch. The equipment, consisting of three commercial washers and two dryers, is inadequate to meet the increasing demand. Evidence of this

inadequacy is reported in the 1966 sanitation investigation, which recommends that all blankets be laundered every three months. When the population increases at Hidden Valley to full capacity, the problem will be more serious. To avoid this situation, the director has requested an industrial washer and a full-time laundress but the budget request has been denied. A full-time responsible person at the laundry facility would increase production and efficiency, according to the Ranch Director. Presently, the laundry is supervised on a part-time basis by the maintenance man.

Buildings, Grounds and Maintenance

The staff responsible for physical upkeep consists of a superintendent of buildings and grounds and one maintenance man who serves both Ranches. The supervisor of buildings and grounds at the Youth Guidance Center is responsible for the staff assignments, for purchasing, and for the provision of necessary supplies. However, the contract with the commercial exterminating concern at the Youth Guidance Center does not include services to the Ranches and this has been a periodic problem. A specific recommendation to "employ a pest control concern to properly control or eliminate any vermin infection" was noted on the 1966 sanitary inspection report.

Medical Services

Prior to admission of any boy, the intake policy of each Ranch includes scrutiny of the medical clinic form J.H. #4 and the dental O.K. Form J.H. #219. These forms provide the following information: (1) that the boy has been examined by the physician at least two weeks prior to delivery at the Ranch; (2) that all dental work has been completed; and (3) that the boy is

medically cleared for admission to the appropriate Ranch. All other medical and dental records, including the parental or Court consent form, remain at the Juvenile Hall clinics.

Medical attention as needed is guaranteed to each boy. The required first aid supplies are available and all regular staff have received first aid training. A contract with a Redwood City physician for 24-hour acute and emergency medical services is in effect. This contract, which costs \$400 per month, provides one and one-half hours of clinic services per week for each Ranch and 24-hour on-call emergency services.

The contract physician conducts clinic hours each Saturday from 1:00 p.m. to 2:30 p.m. at Hidden Valley Ranch and from 3:00 p.m. to 4:30 p.m. at Log Cabin Ranch. All new boys admitted during the week receive a cursory physical examination and the results are reported in LCR or HVR medical form #76. Although these boys have been medically cleared by the clinic at Juvenile Hall, the physician reports that several have had physical impairments which should have been corrected prior to their transfer from Juvenile Hall. For example, Ranch boys with eye problems, and in need of glasses, must forego treatment until proper arrangements can be made through the Juvenile Hall medical clinic. Upon completion of the physical examinations for all new arrivals, sick call and any necessary treatment is provided during clinic hours. Since a registered nurse is not available to assist the physician during clinic hours, a staff person has been assigned the responsibility of supervising clinic services and dispensing all medication as directed by the physician. Thus, if a boy is diagnosed to have an upper respiratory infection

and the prescribed treatment if oral penicillin to be taken three times a day, the instructions are noted in the clinic medical book and the assigned staff individual will dispense the medication to the boy as directed./1/ However, if the designated staff person is sick, or on vacation, or if he terminates employment, his duties are transferred to another staff member. Medical administration and supervision of the dispensaries is important and is lacking, since the contract physician is not responsible for, and not concerned with, the administrative aspects of medical care. Hence, he had not communicated on a regular basis with the medical staff at the Youth Guidance Center nor has he established any liaison relationship with San Francisco General Hospital.

When a boy is in need of medical attention, the physician has three alternatives: (1) he may provide diagnosis and treatment at the Ranches; (2) he may have the boy transported to his office for diagnosis and treatment not available at the Ranches; and (3) he may order hospitalization for emergency and non-emergency care. If an emergency arises or hospitalization is necessary and the physician cannot be reached, the responsible staff member present makes the decision and completes the Doctor's Referral Form, which has been pre-signed by the physician. In cases requiring hospitalization, the boy's probation officer is notified and makes every attempt to contact the parents. If the parents do not have adequate hospitalization insurance coverage (e.g., Kaiser Hospitalization, Blue Cross) the boy is transported

/1/ The dispensing of prescription drugs by a layman is legal if under the direction of a physician, as per California Board of Pharmacy.

to San Francisco General Hospital. In other cases, all efforts are made to comply with the parents' desires to transport the boy to the hospital and the physician of their choice. In these instances, the probation officer will inform the parents that the boy is still a ward of the Court and cannot be brought home unless special arrangements are made with the Ranch probation officer.

To date in fiscal year 1967-68, seven boys were in need of in-patient hospitalization and all were treated at San Francisco General Hospital. Five boys have been sent back to the medical clinic at Juvenile Hall and an average of one boy per week has had to be transported to the dental clinic at Juvenile Hall for emergency dental care. Emergency visits to the physician's office for various kinds of medical treatment were required for 14 boys. During clinic hours at the Ranches, 16 boys per week, on the average, are seen for physical examinations, sick call, or other care.

According to the Ranch directors, the budget allocation for medical services and supplies are generally adequate. In addition to the above allocations, a petty cash fund of \$25 per month is available to each Ranch for the purchase of special pharmaceuticals and other emergency supplies as needed. Also, the physician has provided an ample supply of drug samples to supplement the usual stock of pharmaceuticals. However, a small oxygen tank and mask, recommended by the 1966 medical investigation report, has not yet been obtained. Hence, when an emergency need arises for this equipment, it must either be brought from Redwood City, (a distance of 17 miles) or the boy requiring such treatment must be transported to the doctor's office. Staff transportation and any resulting overtime costs have also presented a problem, since the present

budget allocations do not make provisions for these purposes.

Psychiatric Services

Direct psychiatric services are not available at the Ranches. Any boy requiring such services is transported to the Youth Guidance Center. If hospitalization is necessary, arrangements are made to have the boy admitted to the McAuley Neuropsychiatric Clinic at St. Mary's Hospital, in San Francisco.

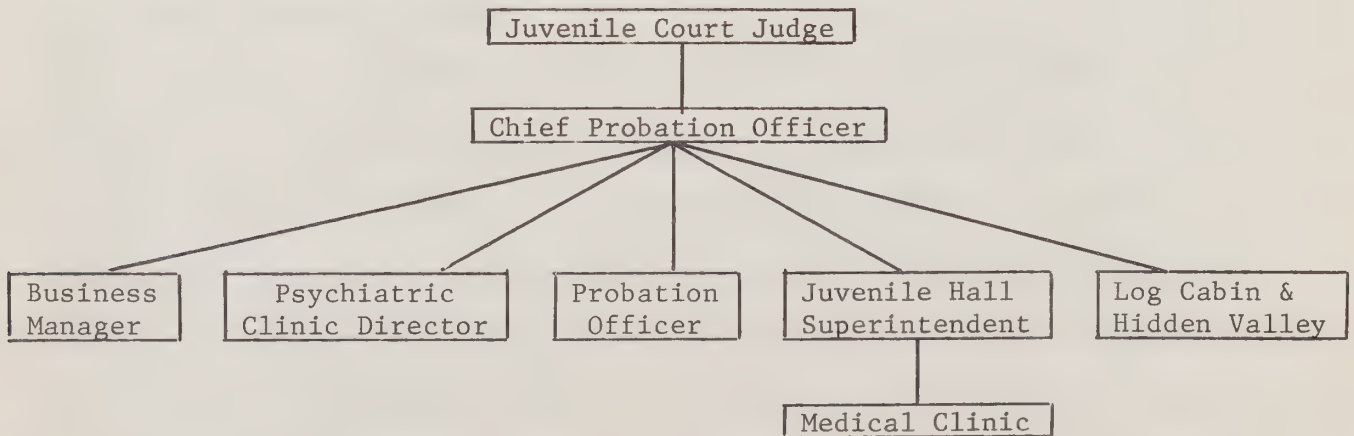
To date, the only psychiatric services available at the Ranches have been limited to the consultative services provided by a full-time psychologist at the Youth Guidance Center psychiatric clinic. These consultative sessions are conducted twice a month and are intended to provide professional advice and information to assist the staff in their relations with the 6-12 boys assigned for individual weekly counseling sessions. This limited psychiatric service has been appreciated by the staff and the Ranch directors would like to see it expanded. A program has been suggested that would provide the professional services of a psychiatrist, a psychologist, and a psychiatric social worker at least once a week. An expanded program of this nature is deemed necessary by the director of the Psychiatric Clinic at Youth Guidance Center to meet "the urgent need for mental health services (diagnostic, consultative and especially treatment) in collaboration with counselor staff and school staff." At present, boys transferred with psychiatric and/or psychological reports indicating specific mental health problems are observed and an attempt is made to help the boy through individual counseling sessions. However, if the boy is a continual behaviorial

or emotional problem, he is returned to the psychiatric clinic at the Youth Guidance Center for professional observation and is then either hospitalized at McAuley Clinic or sent back to the Ranch. To date in 1967-68, four boys have been sent to the Youth Guidance Center psychiatric clinic for observation and one of these boys was sent to McAuley Clinic.

HEALTH SERVICES

Introduction

The medical care services at the Youth Guidance Center are provided by two separate and functionally independent units. One unit is composed of the medical and dental clinics and was, until recently, administratively controlled by, and responsible to, the superintendent of Juvenile Hall. The other unit is the psychiatric clinic which was, until recently, administratively responsible to the Chief Probation Officer and the Juvenile Court Judge./1/ The following organizational chart of the Juvenile Court indicates the past relationships of these two units. As this chart indicates, the director of the psychiatric clinic held a line position and was responsible directly to the Chief Probation Officer, while the director of the medical clinic was a step lower in the organization and was directly responsible to the superintendent of Juvenile Hall.



/1/ On March 1, 1968, the responsibility for the administration of all health services at the Youth Guidance Center was officially transferred to the San Francisco Department of Public Health by the Board of Supervisors.

This administrative and organizational division of medical care units has resulted in a health program of limited scope and in the provision of fragmented services. Good medical care requires continuity of health services; this implies planned and coordinated relationships among health services within Juvenile Hall as well as with related resources in the community. According to the Director of Public Health in San Francisco, a full-time Physician Specialist is necessary to provide better supervision and planning and to assure maintenance of even a minimum quality of medical care services for infants and children detained at the Youth Guidance Center.

The absence of a single medical administrator responsible for the organization and supervision of all health care services has caused some problems. For example, formal communication between the medical and psychiatric units has been lacking with respect to policy in the prescription of tranquilizers for various treatment purposes. The use of triple bromide for sedation has been standard procedure adopted by the physicians in the medical unit, but its use for such purposes was unacceptable to the psychiatric clinic. Nevertheless, the long-standing order to dispense this drug remained in effect until revised by the San Francisco Public Health Department recently.

The need to improve the quality and quantity of health services at the Youth Guidance Center has been of great concern to numerous community organizations. In 1965, the San Francisco Medical Society appointed an Ad Hoc Committee on Youth Guidance Center to provide consultation and advice regarding medical policies to the Juvenile Court Judge. A written report followed containing a number of suggestions that would, in the opinion of the Medical Society Committee, assure the best medical care at the Youth Guidance Center. Two of these suggestions are

worth noting at this time: (1) the need for a permanent medical advisory committee; and (2) the employment of a full-time physician. The medical advisory committee was appointed shortly thereafter and one of its primary functions was to interview candidates for the position of a full-time physician. Although numerous candidates were interviewed, the position was never filled owing to the unattractive salary brackets set up by the Civil Service Commission.

The medical, dental and psychiatric clinics will be discussed separately in this report./1/ BASPC staff considered it of special importance to utilize expert medical consultation in evaluating the services provided by the medical clinic. This consultation was given by BASPC's medical consultant Edward B. Shaw, M.D., who made an on-site visit to the Youth Guidance Center and submitted a written report of his findings and recommendations./2/

Medical Unit

The purpose of the medical clinic is to insure a healthful environment at the Youth Guidance Center by providing all new arrivals with a physical examination. An added function is the diagnosis and treatment of all illness and emergencies that do not require hospitalization. To achieve these ends, the clinic is staffed with two part-time physicians, who have specialized in obstetrical and gynecological medicine, and seven registered nurses who provide

/1/ See below in this chapter.

/2/ A copy of this report is included in the Appendix.

24 hours of nursing services./1/ With respect to the qualification of physicians who may be employed in the future, the Medical Advisory Committee has indicated a preference for physicians with board qualifications in the fields of pediatrics or internal medicine since these areas of specialization are more directly concerned than other specialties with the physiological and psychological conditions of the age group at the Youth Guidance Center.

The present medical clinic staff and the shift assignments are as follows:

TITLE		HOURS	DAYS	PERIOD OF EMPLOYMENT
1.	Boys Physician	8 a.m. - 12 Noon	M.T.W.Th.F.	4 Years
2.	Girls Physician	8 a.m. - 12 Noon	M.T.W.Th.F.	20 "
3.	Head Nurse - R.N.	8 a.m. - 4 p.m.	M.T.W.Th.F.	2 "
4.	R.N. - C-Cottages	7 a.m. - 3 p.m.	M.T.W.Th.F.	15 "
5.	R.N. - Girl Clinic	8 a.m. - 4 p.m.	M.T.W.Th.F.	9 "
6.	R.N. - Assist Boys and Girls Clinic <u>/a</u>	7 a.m. - 3 p.m.	M.T.W.Th.Sun.	3 "
7.	R.N. - Night Nurse	11 p.m. - 7 a.m.	T.W.Th.F.Sat.	25 "
8.	R.N. - Evening Nurse	3 p.m. - 11 p.m.	M.T.W.Th.Sun.	2 months
9.	R.N. - Evening and Night Relief <u>/b</u>	11 p.m. - 7 a.m. 3 p.m. - 11 p.m. 8 a.m. - 4 p.m.	M.T. F.Sat. Th.	2 weeks
10.	Two Relief Nurses	11 p.m. - 7 a.m. 3 p.m. - 11 p.m.	M.Sun. F.Sat.	

/a This nurse spends from 7 a.m. - 8:15 a.m. on the intake booking desk.

/b This shift has been difficult to fill but a nurse was recently employed.

/1/ At the Alameda County Juvenile Hall the one part-time physician and three registered nurses are unable to offer 24 hours of nursing services throughout the week. In Contra Costa County, four full-time and two part-time registered nurses, and one full-time licensed vocational nurse do not offer 24 hours of nursing services throughout the week.

The relief nurses are also called as needed when members of the regular staff are on vacations or sick leaves.

Prior to March 1, 1968, all nurses were interviewed by the head nurse and eventually hired by the superintendent of Juvenile Hall. Also the superintendent, rather than the head nurse, had the final authority for all changes of personnel duty assignments. In the past two years, staff turnover totaled two nurses.

When the current Boys Physician was employed, he was officially designated as the acting medical director to provide the administrative functions formerly assumed by his predecessor, who had established liaison with the Health Department, and the hospitals and had communicated with the psychiatric and administrative staff of the Juvenile Hall. However, the incumbent Boys Physician has not acted in this capacity for two reasons: (1) his belief that the present medical care and treatment at the clinic is deemed adequate in quality and quantity; and (2) his belief that the relationship with the Girls Physician, who has 20 years seniority, would be adversely affected. As a result, neither of the two physicians has provided the administrative leadership necessary for the formulation of goals and policies, for improved organization and supervision of staff, for program planning, and for the development of in-service training procedures. Because of these lapses the head nurse is faced with a dilemma in attempting to manage the daily activities of the medical clinic. On the one hand, there is a total absence of formal medical direction, and on the other hand, there has been no delegation of authority to manage the clinic and to control the assignment of staff. This situation has created a morale problem among the nursing staff and has beclouded the relationships between the superintendent of Juvenile Hall and the medical clinic.

Before any medical or dental care and treatment can be administered, the appropriate probation officer must complete and sign form JC #2, Consent for Dental and Medical Care./1/ Although Section 640 of the Welfare and Institutions Code authorizes the probation officer to grant immediate consent for medical care and treatment, all efforts are made to secure parental consent. If parental consent is denied, the practice is to seek an authorization for medical or dental care and treatment from the Juvenile Court Judge. Sometimes, however, the Court makes exceptions to this procedure in cases in which parents refused to consent to vaginal smears and pelvic examinations. When parents cannot be reached, the probation officer can provide the consent necessary for the vaginal smears and pelvic examination.

All new arrivals are given a physical examination by the physician. In the case of children readmitted during the same year, the physician makes a cursory examination in the cottage. If more than one year has elapsed since the child was last detained, a new physical examination is scheduled by the clinic. The numbers of complete physical examinations given in 1966 and 1967 are shown in Text Table Y below:

/1/ This form provides blanket authorization for all medical, dental or psychiatric care and treatment needed by the child. Presently, this form is kept on file and need not be renewed.

TEXT TABLE Y

	<u>Medical Examination Statistics</u>		
	<u>1967</u>	<u>1966</u>	<u>Percent Change</u> (from 1966 to 1967)
<u>Delinquency</u>			
Boys	5,713	4,169	+ 37
Girls	<u>3,039</u>	<u>2,414</u>	+ 26
Total	8,752	6,583	+ 33
<u>Dependency</u>			
Boys	1,784	1,609	+ 11
Girls	<u>1,285</u>	<u>1,263</u>	+ 2
Total	3,069	2,872	+ 6
GRAND TOTAL	<u>11,821</u>	<u>9,455</u>	+ 25

Source: Statistical Unit, Youth Guidance Center.

When a physician is unavailable, the nurse will make the necessary examinations with priority given in the following order: (1) the dependency and shelter children; (2) the girls assigned to the delinquent cottages; and (3) the boys assigned to the delinquent cottages. Formerly, all newly-admitted children were isolated for 48-72 hours for medical and behaviorial observation, but this policy was amended by the Chief Probation Officer in 1964. Under the new policy determination of the need for medical isolation is left entirely to the discretion of the physician or nurse. For example, an infant admitted to C-1 (dependency) cottage is assigned to one of the four medical isolation rooms, each of which

contains two cribs with pediatric nets that can be firmly secured over them for the infant's safety./1/ If a physician is not available, the nurse will examine the child and, if additional isolation is unwarranted, assigns the child to the appropriate nursery.

Dependent and Delinquent Boys

The physician arrives at C-3 (dependency boys) cottage at approximately 8 a.m. each morning. All new arrivals are given physical examinations and any children reporting to sick call are examined and treated as needed. At about 8:30 a.m., the doctor makes sick call rounds at each of the delinquency cottages. The nurse records the diagnosis and the prescribed treatment in the doctor's order book and this is later noted in the boy's medical record. Upon completion of cottage rounds, the doctor returns to the medical clinic where the new arrivals from all cottages are waiting for the required physical examination.

/1/ A great deal of community concern has been expressed regarding the utilization of nets over the children's cribs. The Citizens for Juvenile Justice have indicated that "children in the nursery spend large portions of the day under netted cribs" and as a result, "many young babies leave Youth Guidance Center months later, their growth already stunted." (Citizens for Juvenile Justice, 95 San Andreas Way, San Francisco, Commitment to Change, Youth Guidance Center, San Francisco [undated].) On the other hand, medical opinion seems to regard their utilization as standard pediatric practice under certain conditions. For instance the Chief of Pediatrics, San Francisco General Hospital, stated that "children brought into Juvenile Hall have in many instances, been abused and neglected. They tend to be restless and hyperactive. It is not an uncommon practice in some hospital wards to have nets placed over the children's cribs during naps and at bedtime."

For comparative purposes, the Juvenile Hall staffs in Alameda and Contra Costa Counties, where nursing services are not available for 24 hours throughout the week, were contacted and both stated that nets are not utilized over the children's cribs.

The clinic is quite active, with a counselor responsible for eye and weight information, the nurse preparing new medical charts or getting repeaters' charts from the files, and the doctor conducting the physical examination behind a portable partition. If a boy is to be examined for a suspected venereal disease, the smears or blood samples will be taken by the doctor in a private examination room. As part of the physical examination, the dentist is called, a visual oral examination is made, and the boy's dental condition is noted by an A, B, C, or D code./1/ At approximately 9:30 or 10 a.m., all the physicals are completed and the physician leaves the building.

Dependency and Delinquent Girls

The physician arrives at the clinic in C-1 (dependency infant) cottage at approximately 9:30 a.m. and examines all new arrivals in their cribs. Sick children confined to the infirmary are then examined and treatment is prescribed. At this time, the child's progress during the night is evaluated and any changes in medication or feeding are made. The doctor then gives physical examinations to all new C-2 (dependency girl) cottage arrivals and makes the necessary visit to C-2 cottage for care and treatment of all girls reporting for sick call. Any minor emergencies are treated at the clinic, located in C-1 cottage. At approximately 10:30 a.m. the doctor leaves the dependency cottages and makes sick call rounds with a nurse in G-1 and G-2 cottages. Returning to the girls medical clinic, the same physical examination and dental observation is provided as is

/1/ For explanation of code, see ensuing section on Dental Clinic, p. 501.

described above for the boys. At approximately 12 noon, all examinations are completed and the doctor returns to her private practice./1/

The entire process of medical care requires more time from the Girls' Physician than from the Boys' Physician for two reasons: (1) the additional medical care and attention required by the dependency infants in C-1 cottage; and (2) the longer time interval needed for pelvic examinations and vaginal smears where indicated. Pelvic examinations are conducted routinely on all girls 10 years of age and over if parental consent is received or if the probation officer's consent is received in those cases in which the girl's parents cannot be reached. The examinations are necessary for the following reasons: (1) to detect syphilis and gonorrhea; (2) to check the condition of the hymen; (3) to check for pubic lice; (4) to see if any foreign objects are present; and (5) to detect any other infection.

According to the staff of the medical clinic, the incidence of positive gonorrhea among new arrivals has steadily increased. Many of the girls, especially the out-of-state residents and runaways, have lived in the Haight-Ashbury district where the incidence and prevalence of gonorrhea are high. Statistics for calendar years 1961 to 1965 compiled by the Division of Venereal Disease, San Francisco Department of Public Health indicated that 54.1 percent of all reportable venereal diseases were attributed to the 24 and below age group. Text Table Z below shows that the increase in venereal disease in San Francisco from 1962 to 1967 is chiefly in gonorrhea.

/1/ Both physicians have stated that they are available for telephone consultation at their private medical offices on all weekday afternoons except Wednesdays. However, the general procedure is to call San Francisco General Hospital for consultation.

TEXT TABLE Z

	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
Cases diagnosed and treated	5,945	6,885	7,365	8,735	10,126	14,242
Syphilis	1,526	1,634	1,547	1,376	1,423	1,661
Gonorrhea	4,419	5,251	5,815	7,359	8,703	12,581

Source: San Francisco Department of Public Health,
Division of Venereal Diseases.

At the Youth Guidance Center, more than 50 percent of all girls medically examined from 1964 to 1967 received pelvic examinations. The vaginal smears submitted for laboratory analysis produced the clinical results shown in Text Table AA below:

TEXT TABLE AA

<u>Year</u>	<u>Total Girls Examined</u>	<u>Syphilis</u>		<u>Gonorrhea</u>	
		<u>Positive</u>	<u>Negative</u>	<u>Positive</u>	<u>Negative</u>
1967	2,039	1	776	166	1,777
1966	2,514	2	501	92	1,483
1965	2,120	3	494	77	1,255
1964	<u>1,938</u>	<u>13</u>	<u>463</u>	<u>58</u>	<u>1,205</u>
TOTAL	9,611	19	2,234	393	5,720

Source: San Francisco Juvenile Hall Statistical Data.

Medications

All prescription drugs are stored in the central medical clinic under locked supervision and are dispensed to the cottages as directed by the physicians. The head nurse is responsible for the purchasing, inventory and dispensing of all drugs. The head nurse thinks that on the basis of the past two years' experience, the general funds available to purchase medications are adequate. In the absence of an up-to-date drug formulary, /1/ an intelligent method of adjusting the inventory of drugs according to the demands of the physician is difficult. Thus, an ample stock of the old standards is always available but the source of specialty drugs has been the "samples" brought to the clinic by the physicians. In special cases, when a child has to have a private prescription /2/ refilled and the drug is not available at the clinic, a monthly allotment of \$25 can be utilized to have the drug refilled at a local pharmacy. However, if the child's parents can afford to pay for this refill, they will be contacted.

When drugs are prescribed, the general policy is to issue a three-day supply. Except for C-1 (dependency infant) cottage, the counselors are responsible for dispensing drugs as directed by the physician./3/ The nurse brings the

/1/ The drug formulary is a continually revised compilation of pharmaceuticals which reflects the current clinical judgment of the medical staff in a hospital or clinic.

/2/ If the child received the prescription while at San Francisco Hospital, the parent or probation officer will be contacted to have the drug refilled at the hospital.

/3/ At the Juvenile Hall in Contra Costa County, medications are given only by the nurses.

drugs to the cottages during afternoon rounds and enters the individual instructions in the clinic log book. Whenever a child is to receive another dose, the counselor is responsible to see that the drug is taken and records this fact in the clinic log book. At the girls' cottages the action taken is initialed by the counselor, but no such initialing or other mark is made by the counselors in the boys' cottages. Therefore, there is no way of checking to determine that the drug was given as directed. In general, counselors are not happy with this duty, since they do not want to be held responsible for drugs given incorrectly /1/ or for any resultant allergic or other adverse reactions to the drug. The counselors interviewed believed that the policy should be amended so that all prescription drugs be dispensed only by nursing personnel, and that the only exceptions should be first aid supplies, aspirin, or other non-prescription drugs. This suggested change in policy has merit since it would substitute trained nursing personnel for medically-untrained counseling personnel and result in professional control and supervision of all pharmaceuticals prescribed by the physicians at Juvenile Hall.

The physician's standing drug orders /2/ were unclear and in some cases could not be substantiated in the procedure manual. The nurses indicated

/1/ As explained by the nurse, a certain drug was to be dispensed as follows: 2 mg B.I.D. (the 2 mg is the strength of the drug, and the B.I.D. means one capsule twice a day.) The counselor dispensed the drug incorrectly by giving 2 capsules 2 times a day.

/2/ The common practice in a hospital is to record all physicians' standing drug orders to avoid any errors. A standing drug order applies to the dispensing of a specific drug dosage for certain clinical indications. For example, all diagnosed streptococcal infections should receive 1.2 mu of Bicillin injection.

different drugs and different dosages as treatment for emotional behavior. The drugs and dosages mentioned were as follows: (1) one teaspoon of Triple Bromide; (2) one PBZ tablet; (3) one Sparine 25 milligram tablet; and (4) one Sparine 50 milligram tablet.

Hospitalization

The San Francisco General Hospital is used for outpatient and inpatient hospitalization./1/ The procedure in emergencies is to call the central emergency department and request an ambulance. The nurse contacts the child's probation officer and provides him with all the details. The probation officer makes every effort to contact the parents and indicates the importance of their presence. At the hospital, the minor will be assigned to a pediatric ward, since a security ward is not available. When the child is discharged from the hospital, he is returned to the appropriate cottage and given a cursory examination by the physician.

For non-emergency hospitalization /2/ the probation officer will transport and accompany the child. The entire process may take six to eight hours. Attempts to contract for these services with Laguna Honda Hospital, which is adjacent to the Youth Guidance Center, have been unsuccessful.

/1/ If the parents have adequate health insurance and request private hospitalization and physician care, the probation officer will comply with their decision. The parents will then pay for the ambulance and all other health care needed.

/2/ This includes special X-rays, laboratory tests and treatment that cannot be given at the clinic.

Liaison and communications between the hospital and the medical staff of the clinic have been unsatisfactory. The clinic sends to the hospital form J.C. #223, Admission to Hospital, indicating the child's present medical condition; the hospital, however, has not consistently forwarded the patient's hospital records to the clinic. In some cases, the staff physician or the nurse telephone to the hospital to ascertain what the prescribed plan of treatment should be.

The statistics for 1966-67 indicate that an average of six children per month received hospitalization.

Medical Forms and Records

A manual of procedure, which was written in 1952 and revised in 1960, is available containing the correct procedures and forms to be used by the medical clinic. For example, when a child is placed in another facility /1/ a summary medical form J.H. #2 is completed and forwarded to that facility indicating that the child has been medically cleared.

For purposes of intra-staff communication and information, the following "books" are maintained:

1. Nurses Daily Log Book - to record daily activities and provide a medium for exchange of information between shifts. One book is kept in the central clinic and another is in the "C" cottages.

/1/ Some institutions supply their own medical forms requesting additional tests or information and these requests are complied with to facilitate placement.

2. Doctors Order Book - provides a record of individual medications and treatment prescribed by the physician. Separate books are kept for girls and for boys.
3. Cottage Log Book - the nurse records the medication and treatment plan prescribed by the doctor and includes proper instructions for the counseling staff to follow in the dispensing of all medications. A separate book is maintained for "G" and "B" cottages but no book is necessary in "C" cottages since the nurse gives all medications there.
4. Statistics Book - one for each cottage (C, G, and B).
5. Record Book for Children Sent to Hospital - one for each cottage (C, G, and B).
6. Supply and Medications Book - one for each cottage (C, G, and B).

Nursing Duties

The manual of procedure adequately covers the schedule of nursing duties for each shift. Except in the case of the night nurse, all duty assignments are directly concerned with nursing care./1/

The night nurse has been employed at Youth Guidance Center for 18 years. From 1950 to 1958 she performed primarily nursing functions but occasionally substituted for the 4 p.m. - 12 midnight intake probation officer during sickness or vacation periods. The inclusion of the probation function in the night assignment became permanent in 1958. Her dual nursing and probation responsibilities are as follows: (1) make the necessary rounds in the "C" cottages from 11 p.m. to 12 midnight; (2) relieve the intake probation officer at midnight

/1/ The day relief nurse relieves the night nurse at 7 a.m. and spends one and one-quarter hours at the intake desk.

and assume the responsibilities and functions of the probation officer /1/; and (3) answer the phones and do all clerical work required. The night nurse has not been officially sworn in as a probation officer, although she assumes probation officer duties from midnight to 8 a.m.

This dual responsibility has caused problems during emergencies. For example, if a call is received for emergency care from a cottage, the nurse cannot leave the intake desk until replaced by a counselor familiar with intake procedures. This can delay her response to the emergency nursing call. For comparative purposes, the Juvenile Halls in Alameda and Contra Costa Counties were asked whether they utilized nurses to perform this dual function. In both counties the responses were negative.

Dental Clinic

The dental clinic is open from 8 a.m. to 12 noon Mondays through Fridays. The staff consists of a part-time dentist, who is there every day from 9 a.m. to 12 noon /2/, and a dental nurse /3/, who spends approximately 70 percent of her time at the dental clinic and the remaining 30 percent in making afternoon medication and treatment rounds in the boys' cottages.

-
- /1/ Responsible for bookings, citations, releasing and notices to appear.
 - /2/ The dentist has indicated that he is available for emergencies and will provide advice and consultation by telephone.
 - /3/ The dental nurse requested this assignment recently and secured the approval of the Chief Probation Officer.

The purpose of the clinic is to provide general dental care. All new admissions are given a very general examination /1/ and are classified as to the need for dental care. The method of classification is explained in the Manual of Procedure as follows: "Classes range from 'A' to 'D'. Class 'A' is urgently in need of dental care. Class 'B' and 'C' indicate the child is in need of dental care, ['B' class in greater need.] Class 'D' means that no dental care is needed." The re-admitted children are examined in their cottages on Monday and Thursday mornings.

Children are scheduled for dental care based on the following order of priority:

1. Any child reported to have a toothache.
2. Emergency dental care for boys scheduled to go to Log Cabin Ranch School.
3. Children scheduled to be sent to an institution or a foster home.
4. Neglected or shelter children in Class "A" or Class "B".
5. Delinquent boys and girls in Class "A" or Class "B".

When hospitalization is required for oral surgery or serious infections, the child is transferred to San Francisco General Hospital for approximately two or three days.

Prosthetics, dentures, caps, jackets, and other dental specialty work are not available at the clinic.

/1/ X-rays are given only in emergencies or in accident cases.

Equipment and Supplies

According to the dentist, the equipment and supplies are adequate. For emergency supplies, the clinic can spend \$15 per month out of petty cash.

The dentist gives all oral injections and the nurse administers all other oral or parenteral drugs as prescribed. For this reason, the dentist feels a greater need for a nurse than for a dental technician.

Communications

The dentist indicated that communications between the clinic physicians and him are adequate. However, he explicitly expressed concern at not being consulted in the recent re-assignment of nursing personnel at the dental clinic.

Text Table AB shows the numbers of dental care examinations given in 1966 and 1967:

TEXT TABLE AB

		<u>Dental Care Visits</u>		<u>Percent Change</u>
		<u>1967</u>	<u>1966</u>	<u>From 1966 to 1967</u>
<u>Delinquency</u>				
Boys		5,574	4,669	+ 19
Girls		<u>1,752</u>	<u>1,125</u>	+ 56
Total		7,326	5,794	+ 26
<u>Dependency</u>				
Boys		63	30	+110
Girls		<u>59</u>	<u>39</u>	+ 51
Total		122	69	+ 27
GRAND TOTAL		<u>7,448</u>	<u>5,863</u>	

Special Services

Laboratory tests of all venereal diseases are sent to the San Francisco Department of Public Health. All other laboratory tests are sent to a private firm. X-rays and special chemical tests are conducted at San Francisco General Hospital. At Juvenile Hall clinic, children are given the Tuberculin Skin Test (PPD). Lirugen, a vaccine for measles, is given to children between one and ten years of age.

Budget

The budget for the fiscal year 1966-67 includes almost \$100,000 for the salaries of medical personnel. The breakdown of this total, which includes holiday, overtime and temporary pay, is as follows:

Dentist	\$ 8,327.63
Physician Specialist	18,483.47
Registered Nurses	62,742.73
Head Nurse	<u>8,415.00</u>
TOTAL	\$ 97,968.83

PSYCHIATRIC CLINIC - INTRA-MURAL

Functions of the Clinic

Figure 8 presents graphically the psychiatric services of the Juvenile Court. The Psychiatric Clinic serves the Juvenile Court, the Probation Department, Juvenile Hall and the Ranch facilities by providing diagnostic evaluations and short-term treatment.

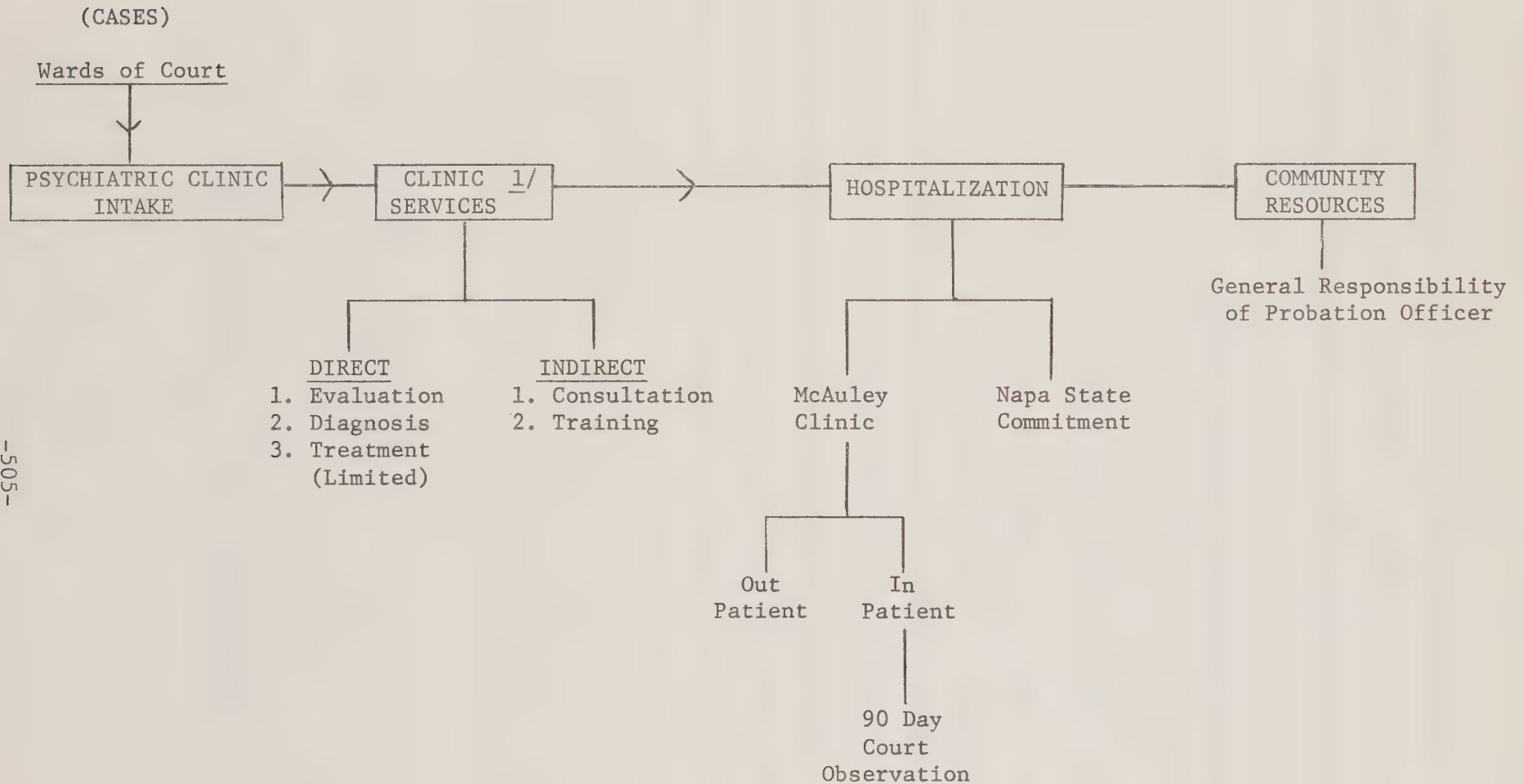
Traditionally, the Court has determined policy and has structured the Psychiatric Clinic to meet the needs of the system. The primary function of the Clinic, according to the professional staff, is to provide diagnostic evaluation reports requested by the Court and/or the Probation Department to facilitate the proper disposition of a juvenile's case. If treatment is recommended, the Clinic confines its services to emergency and short-term psycho-therapy sessions for children temporarily detained at the Youth Guidance Center.

In most psychiatric programs in the community, the psychiatrist, psychologist, psychiatric social worker and other professionals function as a team focusing on the mental health needs of the client. At Youth Guidance Center, the Court has delegated full responsibility for the child to the probation officer. The Psychiatric Clinic staff does not operate as a team. Staff members function individually to provide the service requested by the probation officer.

Since the probation officer is responsible for the rehabilitation of the child, he is in a position to utilize an array of community mental health

FIGURE 8

PSYCHIATRIC SERVICES, SAN FRANCISCO JUVENILE COURT



1/ Clinic Services are Only for Cases Formally Supervised by Probation Officer
Log Cabin and Hidden Valley Ranch Receive Staff Consultations Only (1 or 2 Days Per Month)

NOTE: Psychiatric Clinic Staff Are Not On Call. Nurse Calls McAuley and Police Car for Emergencies.

resources for additional treatment as needed. As stated by the director of the Psychiatric Clinic: "When our Psychiatric Clinic is unable to offer therapy, the psychiatric social worker will assist the probation officer in making a referral to a local psychiatric clinic. The probation officer's responsibility for the conduct and direction of the case will at no time be assumed or interfered with by Clinic personnel."

Although there has been a fundamental change throughout California and in many other parts of the country in the strategy of handling mental health disorders, /1/ the policy, the functions and the services of the Psychiatric Clinic have remained largely unchanged. In fact, the additional funds made available by the Short-Doyle program /2/ have not motivated the Psychiatric Clinic to expand or to provide new services. For example, the Psychiatric Clinic was approved for Short-Doyle funds on July 1, 1966 and the City of San Francisco received 50 percent reimbursement of total operational Clinic costs amounting to more than \$50,000. In fiscal year 1967-68, the Psychiatric Clinic could have qualified for 75 percent State reimbursement but failed to capitalize since services were not expanded. A proposal to expand mental health services at the Psychiatric Clinic has been submitted by the director

/1/ The trend from confinement in State mental hospitals to the community-based approach attempts to provide comprehensive mental health services as close as possible to the patient's home and family.

/2/ The following Short-Doyle formula for subsidizing local community programs is in effect: (1) 50 percent State - 50 percent local funds for old or on-going programs; and (2) 75 percent State - 25 percent local funds for new programs.

for fiscal year 1968-69 /1/ to include the following: (1) special intensive probation supervision project; (2) services to Hidden Valley Ranch School and Log Cabin Ranch School; (3) pre-petition screening and crisis intervention project; (4) services to parents and families of delinquents; (5) services to parents and families of dependent children - family reconstruction project; (6) collaboration with district mental health centers; (7) intensive direct and indirect services to Juvenile Hall; (8) teaching and training services; and (9) research.

To provide the above services, six professional staff personnel and one clerk stenographer were requested at a cost of \$79,668. Since this proposal would expand present services, it would be eligible to receive 75 percent reimbursement from Short-Doyle funds. Thus, cost to San Francisco would be \$19,917; the remaining \$59,751 would be supplied by the State Short-Doyle program.

The statistics in Table 61 clearly show the Psychiatric Clinic's emphasis on providing diagnostic evaluation reports to the Court and the Probation Department. The trend has been to reduce the individual and group treatment services provided by the clinic. The actual number of individuals treated is smaller than the numbers of sessions with individuals shown in the Table, since one individual may be seen several times.

/1/ San Francisco Community Mental Health Services, Psychiatric Clinic, San Francisco Juvenile Court, Budget: Fiscal Year 1968-69, prepared by S. J. Solomon, M.D., Director, January 5, 1968.

TABLE 61

SERVICES PROVIDED ANNUALLY BY THE PSYCHIATRIC CLINIC OF THE
SAN FRANCISCO JUVENILE COURT, 1965-1967

SERVICE	1965	1966	1967
A. <u>Diagnostic Examinations:</u>			
Total number of persons seen ^{/A}	1312	1108	1279
Total number of sessions	1296	1265	1587
B. <u>Treatment:</u>			
Total number sessions with <u>individuals</u>	863	489	296
Total number of <u>group</u> sessions	542	486	441
C. <u>Case Conferences:</u>			
Total number of sessions	847	559	449
D. <u>Cottage Conferences:</u>			
Total number of sessions	105	196	241

/A Includes child, parents, relatives, and foster parents.

Organization

Originally, the Psychiatric Clinic was administratively responsible to the Chief Probation Officer and the Clinic director was included in administrative departmental staff meetings. In July 1966, the Clinic was integrated into the Community Mental Health Services (Short-Doyle) of the Department of Public Health. This organizational change resulted in entrusting general program supervision to the Department of Public Health and line supervision to the Chief Probation Officer. However, the Clinic director was no longer included in the departmental staff meetings of the Probation Department and, as a result, communication deteriorated.

A supervising psychiatrist has been designated as director of the Clinic and is administratively assisted by a supervising clinical psychologist. Owing to the medico-legal Clinic responsibilities, a staff psychiatrist rather than the supervising psychologist must be designated as director in the absence of the appointed director.

Staff

The staff of the Psychiatric Clinic consists of one full-time secretarial receptionist and the equivalent of 7.6 professional persons including: (1) six part-time psychiatrists, including the supervising director; (2) four full-time clinical psychologists, including the assistant supervising clinical psychologist; and (3) one full-time psychiatric social worker. The budget for the fiscal year 1967-68 allocated funds for 2.6 (104 hours per week) psychiatrists, four clinical psychologists and one psychiatric social worker. As of April 1968, the composition of the Clinic staff and the work assignments

were as indicated in Text Table AC.

TEXT TABLE AC

<u>Position</u>	<u>Years Employed at YGC</u>	<u>Work Days</u>	<u>Hours</u>	
			<u>Total Per Week</u>	<u>As Percent of One Full- time Position</u>
1. Director, Supervising Psychiatrist	15	M.T.W. (8-12 noon) Th.F. (8-5 p.m.)	28	.7
2. Psychiatrist	21	M.T.Th. (1-5 p.m.)	12	.3
3. Psychiatrist	9	W.F. (8-12 noon)	8	.2
4. Psychiatrist	18	T. (8-12 noon) M.F. (8-5 p.m.)	20	.5
5. Psychiatrist	5/12	Th.F. (8-12 noon) W. (8-5 p.m.)	16	.4
6. Position Vacant <u>/a</u>	---	---	---	---
TOTAL PSYCHIATRISTS			<u>84</u>	<u>2.1</u>
7. Supervisor, Psychologist	15	M.-F. (8-5 p.m.)	40	
8. Psychologist	1	M.-F. (8-5 p.m.)	40	
9. Psychologist	20	M.-F. (8-5 p.m.)	40	
10. Psychologist	21	M.-F. (8-5 p.m.)	40	
11. Psychiatric Social Worker	4/12	M.-F. (8-5 p.m.)	40	
12. Secretary-Receptionist	9	M.-F. (8-5 p.m.)	40	

/a This part-time psychiatrist position adds 20 hours (equivalent to a half-time person) to complete the total 104 hours (2.6 persons) of psychiatrist services allocated in the budget. The position has recently been filled (May 1968).

NOTE:

In Contra Costa County Juvenile Hall, the psychiatric clinic staff consists of four clinical psychologists who provide psychological testing requested by the Court. All treatment is made available by the Community Mental Health Services Department located at the County Hospital in Martinez.

Since 1952, the professional staff has been increased by one full psychiatrist, one psychologist and one psychiatric social worker. The composition of the Psychiatric Clinic staff for selected years from 1945 through 1968 is indicated in Text Table AD below.

TEXT TABLE AD

<u>Year</u>	<u>Psychiatrist</u>	<u>Psychologist</u>	<u>Psychiatric Social Worker</u>
1945	.5	1 Supervisor 2 Regular	2 <u>/a</u>
1946	1.0	1 Supervisor 2 Regular	2 <u>/a</u>
1947	2.0	1 Supervisor 2 Regular	2 <u>/a</u>
1952	1.6	1 Supervisor 2 Regular	2 <u>/a</u>
1953	1.6 <u>/b</u> <u>/c</u>	1 Supervisor 3 Regular <u>/d</u>	0 <u>/b</u>
1962	2.6 <u>/e</u>	1 Supervisor 3 Regular	1 <u>/e</u>
1963-68	.7 <u>/f</u> 1.9	1 Supervisor 3 Clinical <u>/g</u>	1

/a Psychiatric Clinic budget positions, but assigned normal probation officer duties by Probation Department.

/b 4/10 of a psychiatrist and two psychiatric social worker positions deleted from budget.

/c Position of psychiatric director established by administrative order.

/d Additional psychologist added by budget.

/e One full-time psychiatrist and one full-time psychiatric social worker added by budget.

/f Official position of director established by Civil Service Commission.

/g Civil Service reclassification of title - regular amended to clinical psychologist.

The function of the psychiatrist is to evaluate, diagnose and submit a written report, including recommendations, to the probation officer and/or the Court. The average diagnostic evaluation report requires approximately 3-1/2 - 4 hours and includes the following procedures: (1) consultation with the probation officer; (2) a review of the case history and the file records; (3) an interview with the child /1/; (4) the administering of psychological tests, if necessary; (5) an interview with parents, relatives or foster parents, if necessary; (6) a discussion of the results with the probation officer; and (7) an analysis culminating in the dictation of the final report. At present, the psychiatrist is not utilized for individual and group psycho-therapy sessions but can be called for emergency or crisis evaluation in the cottages. If treatment or medications /2/ is prescribed, the child is transferred to the McAuley Neuropsychiatric Clinic for out-patient or in-patient hospitalization.

The time of the clinical psychologist is devoted chiefly to preparing and submitting diagnostic evaluation reports. Testing apparatus is utilized when indicated, but the trend among professional psychologists has been away from the routine application of psychological tests /3/ since the end results

-
- /1/ The psychiatrist will either get the child from the cottage or will request that outside cases be brought in by the probation officer.
 - /2/ Medications (drugs) are usually not prescribed for cases in the cottages because of inadequate supervision and the method of dispensing medications. In these cases, the child is sent to the hospital.
 - /3/ The psychological tests available at the Clinic are as follows: (1) Wexler Intelligence for children; (2) Wexler Intelligence for adults; (3) Stanford Binet Form, L-M; (4) Social Vineland Scale; (5) Wide Range Achievement Test; (6) Symonds Picture Story Test; (7) Thematic Apperception Test; (8) Machover Draw Person Test; (9) Bender-Gestalt Test; and (10) Rorshach Ink Blot Test.

in many cases have been incorrectly interpreted and incorrectly used by the requesting authorities. For example, an intelligence test was requested by a probation officer for a Phillipino girl. The staff clinical psychologist administered the test and the resulting score was 57. The psychologist, however, explained that, because of linguistic and cultural barriers, the test score was invalid, but the probation officer disregarded this professional explanation and recommended that the girl be placed in Sonoma State Hospital.

Some of the staff psychologists are involved in individual or group psycho-therapy sessions. These duties were not assigned by the director and their depth and success have depended entirely on the individual practitioner's interest and involvement.

The function of the psychiatric social worker is unclear to many of the Clinic staff. In the past, the work duties included pre-screening of intake Clinic appointments, general case work, and establishing liaison with the Probation Department and all other appropriate community resources. The present psychiatric social worker says he is devoting his efforts to developing the group counseling program in B-4 cottage (dependent boys), is assisting probation officers and families in arranging follow-up treatment, and is establishing a better relationship between the Clinic and community resources.

Intake

To meet the needs of the Court and the Probation Department, the Clinic policy has restricted services to the following cases: (1) to a child in whose case a petition has been filed; and (2) to a ward of the Court. Of

a total of 9618 cases at intake, 6601 were closed at intake and 3017 had petitions adjudicated. The 6601 (closed at intake), which included 5616 cases admitted and dismissed, 740 cases referred to other agencies, and 245 assigned to a probation officer for informal supervision, are not eligible for psychiatric services at the Clinic. A pre-screening or preventive program is not available at the Youth Guidance Center Psychiatric Clinic. Thus, the total number of delinquent and dependent children eligible for Psychiatric Clinic services in 1967 was 3017. This number includes 1867 boys and 464 girls in the delinquent group; 369 boys and 317 girls in the dependent group.

The general procedure when a probation officer desires Psychiatric Clinic services for a child is for him to arrange for an appointment with a psychiatrist or psychologist through the secretarial receptionist. In an attempt to utilize the professional time properly, the Clinic director has recommended pre-consultation sessions with the psychiatric social worker or other appropriate staff member. However, this method is generally not followed by the Probation Department. The waiting period for an appointment is generally one to two weeks. Appointments are arranged to allow a full morning for the evaluation, diagnosis, and preparation of a written case report. The staff average weekly caseload is approximately three to five appointments per week.

Requests for emergency or crisis evaluation are usually handled by a Clinic staff member at the appropriate cottage.

Referral and Follow-Up

Recommendations for a plan of treatment are included in the child's diagnostic evaluation report but neither the Court nor the probation officer is required to follow them. If requested, however, the Clinic staff will assist the probation officer in obtaining the community mental health services needed for the child and his family. If additional psychological testing is required by a placement agency, the Clinic will supply the necessary data and tests to facilitate placement. Delay is sometimes experienced in applying these extra tests. The delay is sometimes owing to the failure of the probation officer to provide the child's records as requested by the Clinic personnel prior to the administration of the psychological tests. The method and frequency of follow-up procedures is entirely the responsibility of the Probation Department.

A meaningful plan of treatment is difficult because of the size of the caseloads of the probation officers, the placement of children all over the State, and the possibility that the child will be transferred from one probation officer to another. For example, the same child can be assigned to one probation officer at intake, to another during the period of supervision in his own home, and to still another when placement in an institution becomes necessary.

Hospitalization

A contractual arrangement has been effected with the McAuley Neuropsychiatric Clinic at St. Mary's Hospital, San Francisco for all hospitalization for mental illnesses. Since the Psychiatric Clinic at the Court is only open

from 8:00 a.m. to 5:00 p.m. and the Clinic staff is not on call, the out-patient facilities of the hospital are used for all emergency care. In-patient hospitalization is available to children referred with serious mental disorders. The hospital is also utilized for a 90 day period of observation if requested by the Court. In these cases, the Court can decide to have the child diagnosed and evaluated by a psychiatrist at the Youth Guidance Center Clinic before hospitalization or, alternatively, can transfer the child immediately to McAuley Clinic. The procedure usually results in a 30 day observation and evaluation at the hospital. The child can then be discharged to the Youth Guidance Center or can be detained for the complete 90 day commitment. After this period, a medico-legal decision must be made either to commit the child to Napa State Hospital or to discharge him to the Juvenile Court. In 1967, a total of six children (four boys and two girls) were placed in the State hospital./1/

When emergency hospitalization of a psychiatric patient is necessary, the medical Clinic which is staffed 24 hours per day, will arrange to have a police car transport the child, and a summary medical report will accompany the child. Communications with the hospital staff are informal and Juvenile Hall staff complain that at times the patients' discharge records are not received promptly. When this occurs, the post hospital plan of treatment is delayed.

Log Cabin and Hidden Valley Ranch Schools also utilize the Clinic and hospital facilities at McAuley Neuropsychiatric Clinic, St. Mary's Hospital.

/1/ San Francisco Juvenile Hall, Selected 1967 Statistical Data, prepared by the Statistical Unit of the Probation Department.

During the hours the Youth Guidance Center Psychiatric Clinic is in operation, the Ranch boys' needs are usually evaluated by the Youth Guidance Center psychiatrist and referred to McAuley Clinic. When the Youth Guidance Center Clinic is closed, the boy is sent directly to McAuley Clinic by a nurse and is either admitted for hospitalization or is discharged to the appropriate Ranch.

Medications

Generally, the psychiatrist has an informal agreement with the physicians at the Medical Clinic to have the nurse dispense medications as directed. The director of the Psychiatric Clinic has stated that problems arise since "the doctors in the Medical Clinic are not necessarily familiar with the tranquilizers used by the psychiatrists, become apprehensive regarding the dosage prescribed by the psychiatrists, and are uncomfortable about sharing the responsibility for the advised dosage." He said the responsibility "needs to be clarified administratively."

According to the staff psychiatrist, the method of dispensing, recording and supervising drug dosages is unsatisfactory; hence, all children requiring high dosages of tranquilizers are hospitalized. In the past, reports reached the Clinic staff of a child's taking overdoses of medications because the counselors gave the drug and did not bother to check each time the drug was administered to see if the child swallowed the medication. The child would eventually accumulate a few days' supply of the medication and proceed to swallow it all at the same time.

The psychiatrists stated that the supply of drugs is unsatisfactory and, if needed, drug samples must be provided from their office supply.

Programs

In 1963-64, the Clinic director delegated to a staff psychiatrist, the responsibility for developing and organizing group counseling services in all the cottages. The counseling program began with small group sessions for problem boys and eventually was expanded to group sessions for foster parents and liaison with other community agencies. This effort lasted about two years but was discontinued when the assigned psychiatrist resigned from the Clinic staff.

A staff clinical psychologist had been associated with these group counseling sessions and decided to revitalize the program. The duty was never delegated to him administratively, but, since the former counseling sessions were of benefit to the child, the staff and the parents, he decided to make an effort to organize new group sessions. A long standing relationship with the superintendent of Juvenile Hall and the cottage counseling staff was of help in organizing the counseling programs presently available. The objectives of the cottage counseling sessions are to improve the relationship between the child and the counselor, to attempt to understand the child's problems and actions, and to prepare the boys who are being transferred to the Ranch facilities. The following group counseling sessions are scheduled for these cottages.

<u>Cottages</u>	<u>Frequency</u>	<u>Participants</u>	<u>Staff</u>
B-1	Twice a week /1/	8 boys	1 Counselor, Psychologist
B-2	Once a week	8 boys	1 Counselor, Psychologist
B-3	Twice a week	8 boys	1 Counselor, Psychologist
B-4	Twice a week	8 boys	1 Counselor, Psychiatric Social Worker
B-5	Once a week	8 boys	1 Counselor, Psychologist
G-2	Once a week	8 girls	1 Counselor, Psychologist

/1/ At one session, the psychologist sits in with the counselor and the boys; and, at the other session, the cottage counselor meets with the boys and then consults with the psychologist.

Weekly group sessions are also conducted with girls who have failed in placement institutions.

Every Tuesday night, a psychologist and a senior counselor participate in a counseling session for parents of boys awaiting placement at Log Cabin or Hidden Valley Ranch School. On alternate Tuesday evenings, an additional group session is conducted for parents of boys who are at present placed in the Ranch facilities. Group counseling sessions have not been organized for the dependent children in the "C" cottages.

Ranch Program

Twice a month psychiatric consultation is provided by the clinical psychologist to the counseling staff of Log Cabin and Hidden Valley Ranch Schools.

Other Services

The professional staff of the Clinic participates in the departmental in-service training program for probation officers./1/ In the past, the assigned Clinic staff member has indicated that attendance by the probation officers was minimal. Recently, the training department has cooperated fully with the Psychiatric Clinic to provide the necessary professional instruction for the Special Intensive Probation Supervision Project./2/ Twenty-three class sessions have been scheduled with the following staff and topics: (1) Psychiatrist -

/1/ There is no structured program for in-service training available to the cottage counseling staff.

/2/ A new project designed to earn State subsidy of up to \$4,000 per capita for each reduced commitment to the California Youth Authority. The intensive probation supervision unit includes one supervisor and six probation officers, and began operation on March 1, 1968.

"Interviewing - Clinical Insights and Techniques;" (2) Clinical Psychologist - "The Conduct of Probation Supervision;" and (3) Psychiatric Social Worker - "Casework - Individual and Family."

Consultation, when requested, is available to all probation officers and counseling staff. This can be a very important service to the Probation Department and to Juvenile Hall staff since the small staff of the Psychiatric Clinic could not possibly offer to all children and parents the treatment of choice, which is individual psychotherapy. Consultation, in-service training, staff meetings and supervision are all devices that can be used to extend the available resources of the Psychiatric Clinic and improve the communications between the probation officers, counselors and Clinic staff. Clinic staff has indicated that the relationships between the probation officers, counseling staff and the Psychiatric Clinic are informal and are dependent upon the interests of the probation officer or counselor.

Special consultation services are offered to the probation officers in the girl intake and supervision unit by the resident psychiatrist /1/ at Langley Porter. He provides individual consultation and his work is supervised by the director of the Psychiatric Clinic at Juvenile Hall and by the Department of Psychiatry at Langley Porter. This program was scheduled on a weekly basis from September to June 1968, and included ten women probation officers. Initially, the probation officers were free to make appoint-

/1/ A resident psychiatrist is an M.D. who is receiving field work or clinical experience in an approved psychiatric treatment setting.

ments, but the attendance was poor. Shortly thereafter, firm appointments were scheduled for each of the ten probation officers. Although the program has not been completed, the comments received by the supervising probation officer would indicate that the consultative services offered are not fully appreciated or utilized by the participants.

Preventive Program

Statistics are not routinely compiled concerning those children who are repeatedly admitted to the Youth Guidance Center. To gather these data, a careful check was made of all children recorded in the Booking Ledger at the intake office for the first four months of 1968. A total of 3410 children were booked during that period. Of this number, 1758 were repeaters and 1652 were new admissions. A preventive screening procedure /1/ is not available at the Youth Guidance Center to determine whether mental health services are needed. Such a procedure would be useful in attempting to break the cycle of repeated admissions of this large group of children to the Youth Guidance Center.

Professional Staff Training

An in-service training program is not available to the professional staff of the Clinic. Any additional university or professional training is left entirely to the individual's interest and to the time he has available.

/1/ Request for additional funds to develop a "Pre-Petition Screening and Crisis Intervention Project" was submitted for approval in the 1968-69 budget. This program would be eligible to receive 75 percent reimbursement from Short-Doyle funds.

Program Evaluation and Research

There is no on-going research project at the Psychiatric Clinic and the professional staff stated that they are not encouraged to engage in basic research studies. However, the staff appears to believe such research projects are important and necessary to improve and expand treatment services needed by the children.

The Clinic data needed to determine the success or failure of the Psychiatric Clinic programs have not been compiled and analyzed. Staff members are so concerned with providing diagnostic evaluation reports that time is not available to devote to research and program evaluation.

Community Resources

The Psychiatric Clinic will make referrals to all community mental health resources but follow-up is generally left to the probation officers. The director of the Clinic believes that only a relatively small proportion of the clientele actually receives psychiatric treatment. On a limited basis, the Clinic staff will make the referral and will follow the case to determine the child's progress. However, communications between all community resources and the Psychiatric Clinic have been inadequate.

The psychiatric staff had mixed emotions about the recent administrative transfer of the Clinic to the San Francisco Department of Public Health. Five staff members indicated the change would result in improved services and programs; three staff members indicated no change would occur; and two staff members said they did not know what to expect. There was general staff agreement on one point relative to the future relationship between the Court and

the Psychiatric Clinic: Henceforth the Psychiatric Clinic will be offering mental health services to the Juvenile Court rather than merely responding to requests from the Juvenile Court and Probation Department.

Budget

The budget of the Psychiatric Clinic for the fiscal year 1966-67 was as follows:

Total staff salaries	\$ 98,260.36
Total maintenance and operations	14,077.37
Total overhead	<u>11,233.76</u>
Total expenditures	<u>\$123,571.49</u> /1/

/1/ For Short-Doyle purposes, the total fees collected were \$124. This amount is subtracted from Total Expenditures to determine the 50 percent reimbursement subsidy by the State.

TRANSFER OF HEALTH SERVICES

On March 1, 1968, the medical, dental and psychiatric units of the Youth Guidance Center were officially transferred by the Board of Supervisors to the San Francisco Department of Public Health. Formerly, the policy, the administration and the budget for the health units were directly controlled by the Juvenile Court. The purpose of this transfer is to insure that all medical care services at the Youth Guidance Center will be supervised by the health officer.

According to the San Francisco Director of Public Health, a review of the medical, dental and psychiatric units at the Youth Guidance Center has revealed numerous administrative inadequacies that have interfered with the provision of a minimum quality of medical care services. He finds, for example, that the following problems are in need of administrative consideration: (1) the need for a full-time medical administrator to provide adequate supervision and planning, especially for the specialized medical services required by the infants and children; (2) the inadequacy of the present staffing pattern and the need for additional professional and non-professional staff; (3) the need for a careful review of the medical, dental and psychiatric services and programs; (4) the lack of a meaningful and realistic preventive program; and (5) the inadequacy of the physical plant and the increasing problem of overcrowding.

The Director of Public Health has delegated responsibility for the supervision of the health units as follows: The medical and dental unit will receive general supervision from Dr. Francis J. Curry, Assistant Director of

Public Health; immediate supervision and control have been assigned to Dr. Isolde Loewinger, Director of the Bureau of Maternal and Child Health. The psychiatric services, which have been a part of the Community Mental Health Services, will receive general supervision from Dr. J. M. Stubblebine, Program Chief, Community Mental Health Services; immediate supervision will be assigned to Dr. Bernard Bradman, Assistant Program Chief, Community Mental Health Services.

In an attempt to assess the impact the transfer has made on the medical care services at the Youth Guidance Center, a series of interviews was scheduled with the two responsible departmental directors.

Medical and Dental Unit

Dr. Isolde Loewinger has carefully reviewed the medical and dental unit and has made the following administrative changes and recommendations:

1. Medical Advisory Committee: The creation of this committee was recommended by the San Francisco Medical Society's Ad Hoc Committee on Youth Guidance Center. The committee membership included Dr. Alvin Jacobs, Chairman; Dr. Sidney Sussman, Chief of Pediatrics at San Francisco General Hospital; Dr. Samuel Susselman, Child Psychiatrist, Langley Porter; Dr. Sidney Tucker, San Francisco Department of Public Health (deceased); and, the Chief Probation Officer (ex-officio). The committee met regularly beginning in 1965, but dissolved later in 1967. Dr. Loewinger is attempting to revitalize this committee and is in the process of selecting qualified candidates who will

be appointed by the San Francisco Director of Public Health. The new medical advisory committee will serve the same purposes as its predecessor. These have been described as follows: "This advisory committee, in addition to advising the Court on medical policy, would be available for counsel to the Center's medical staff, and where problems from both staff and the community could be discussed."/1/

2. Supplemental Appropriations: The supplemental appropriations requested by the Director of Public Health for a full-time Senior Physician Specialist, a part-time Dentist, a full-time Registered Nurse, and a part-time Clerk-Typist were partially approved by the Mayor's office./2/ However, the Board of Supervisors decided against allocating supplemental appropriations to the budget of the Youth Guidance Center for the fiscal year 1968-69.
3. Revision of Medical and Personnel Procedure Manual.
4. Development of a standard procedure for the dispensing of all prescription drug medications by the nursing personnel; preparation of a permanent Drug Formulary.

/1/ Report of the San Francisco Medical Society, Ad Hoc Committee on the Youth Guidance Center, 250 Masonic Avenue, San Francisco, California, (undated).

/2/ The positions approved were as follows: (1) Dentist (part-time); (2) Registered Nurse (full-time); and (3) Clerk-Typist (full-time).

5. Organization of joint staff meetings between health units (medical and psychiatric) on a monthly basis.
6. Improvement of the arrangements for X-ray and laboratory tests:
 - a) Arrangements have been made with the medical director, Laguna Honda Hospital, to provide necessary laboratory tests (urine analysis, blood counts, and RH's on pregnant girls) and prescription drugs as needed. Wasserman and Serology test will continue to be done at 101 Grove Street, Department of Public Health laboratory.
 - b) All X-rays will continue to be performed at San Francisco General Hospital. This service cannot be provided by Laguna Honda Hospital since the radiologist is only available in the early mornings.
7. Improvement in communications and in the transfer of patient discharge records between the hospitals and the health units at the Youth Guidance Center.
8. Improvement of the physical and dental examinations provided new admissions.

9. Employment of Board-qualified /1/ physician in pediatrics or internal medicine when the Girl Physician retires on July 31, 1968./2/
10. Release of the night nurse from probation officer duties at the intake booking office. This change has already been made and the night nurse is now stationed at the medical clinic and makes periodic rounds at all dependency and delinquency cottages.

The decision has been made that establishment of an infirmary at the Youth Guidance Center is not advisable for the following reasons: (1) proper nursing supervision would require additional staff and would be a large expense; (2) security would be a problem; and (3) separation of delinquent children from dependent children is required by law, and the girls must be separated from the boys.

Psychiatric Unit

Dr. Bernard Bradman is presently in the process of determining how the mental health services provided by the psychiatric unit can be of maximum

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- /1/ Board-qualified specialist is a physician who has fulfilled the necessary hospital residency requirements of his particular area of medical specialization. The physician then has to complete a specified period of active medical practice in an institution or private setting. This makes him Board-eligible. A written examination is required and a passing notification indicates Board certification.
 - /2/ A new Girl Physician has been employed as of August 1, 1968 and she is a Board-qualified pediatrician.

benefit to the children, the Juvenile Court, the Probation Department, Juvenile Hall and the Ranch facilities. Dr. Bradman is convinced that the following problems need immediate attention:

1. The general administrative breakdown between the Psychiatric Clinic and the Probation Department;
2. The need to expand and improve the Psychiatric Clinic services;
3. Lack of clarity in the relationship between the Psychiatric Clinic and the Juvenile Hall; and
4. The need to coordinate the services of the Psychiatric Clinic with health services in Juvenile Hall and with all appropriate community resources.

Presently, there seems to be no philosophy of handling children in Juvenile Hall. Treatment services are focused on the child who is a problem or a burden. As a result, the child who is withdrawn and needs help is likely to be overlooked.

To date, Dr. Bradman has met with the Psychiatric Clinic staff, the Juvenile Court Judge, and the appropriate administrative personnel of the Probation Department. The director of the Psychiatric Clinic, the Juvenile Court Judge and the Chief Probation Officer have been asked to submit their views in writing concerning the mental health services that should be available to serve adequately the needs of the children, the Juvenile Court, the Probation Department, Juvenile Hall and the Ranch facilities.

Additional budget positions have been requested as follows:

- Two (2) Psychiatrists - full-time
- One (1) Psychologist - full-time
- Two (2) Psychiatric Social Workers - full-time

There is some possibility that the psychiatric resident program connected with the Community Mental Health Services may be able to supply additional professional services.

Medical, dental and psychiatric programs and services presently available at the Log Cabin Ranch and Hidden Valley Ranch facilities in San Mateo County will not be reviewed or altered at this time.

XI. INTER-AGENCY RELATIONSHIPS

The purpose of this chapter is to examine the relationship of the San Francisco Juvenile Court and Probation Department with "those other community agencies that collaborate with them" in rendering services to children and youth and their families. Further, it is the purpose of this chapter to "describe and analyze (those aspects of) the programs of such agencies" /1/ which constitute direct of supporting and ancillary services to children and youth known to the Court; also to "determine the extent of conformity (of these services) with nationally recommended and/or legally-required standards of service."/2/

During the more than 65 years of its history in San Francisco, the Juvenile Court has had several different patterns of working relationships with community agencies. At any given time, the functions of the Court and Probation Department have been inter-locked with related functions of other governmental and voluntary services to children. Changing knowledge in the broad fields of child welfare, education, corrections, health and mental health has made its impact over the decades through changes in professional skills within agencies and gradual shifts in the services available to children and their families. Changes in legislation and in sources of public financing have likewise altered the resources available to the Court and have therefore modified its relationships to various community agencies.

/1/ Bay Area Social Planning Council, Study Plan San Francisco County Juvenile Court, January 30, 1968, p. 5

/2/ Ibid

At the time of this study in the first half of 1968, interviews with the administration of the Court and Probation Department and with the 80 probation officers indicated three major types of relationships between the Juvenile Court system and the wider community.

First, are those direct or supporting services linked to the administration of the system itself. These include:

1. The intra-mural health, medical and psychiatric services at Youth Guidance Center.
2. The Court schools for school-age minors detained at Juvenile Hall, Log Cabin Ranch and Hidden Valley Ranch.
3. The San Francisco Civil Service Commission supporting service to all City and County Departments.

The second major type of relationship between the Court and the community is with the sources of in-put into the Court system. This includes the major source of child referral, which is the San Francisco Police Department. It also includes the San Francisco Unified School District and the Department of Social Services of San Francisco County which provide basic preventive and rehabilitative services and also make referrals to the Court.

The third major type of relationship between the Court and the community is with the various formal resources, both public and voluntary, for placement, treatment, education and return to their homes of the dependent children and delinquent wards who are the out-put of the Court system. Also

included are certain other informal community resources available to assist in the rehabilitation of the youthful offenders and potential offenders. In a very real sense it is the availability and adequacy of these various resources and the quality of the Court's relationship with them which determines the effectiveness of the entire Juvenile Court aim - "to secure for each minor . . . such care and guidance, preferably in his own home, as will serve the spiritual, emotional, mental and physical welfare of the minor and the best interests of the state."/1/

In this chapter the emphasis is upon these community resources and their relationship to the Juvenile Court and Probation Department.

/1/ Article 1, Section 502 - Welfare and Institutions Code, State of California

COURT SCHOOLS

This section reviews the standards recommended both in California and nationally, for the operation of schools in detention homes. It describes the Court schools of the San Francisco Juvenile Court as operated at Juvenile Hall, Log Cabin and Hidden Valley Ranches by the San Francisco Unified School District and compares them with the recommended standards. It also describes the relationships between the Court schools and the Juvenile Court and Probation Department.

Administration and Financing

Suggested Standard (National):

"The school should be administered by the city or county public school system, whichever can best provide the special type of school required. . . . Public school teachers assigned to a detention home are responsible to both the school board and the superintendent of the detention home. Through detention-staff and school-staff conferences, program can be better integrated and consistent disciplinary methods maintained."/1/

San Francisco County, as authorized under Section 889 of the California Welfare and Institutions Code, has directed the San Francisco Unified School District (as the County schools) to operate the schools at Juvenile Hall, Log Cabin Ranch, and Hidden Valley Ranch. The School District under Section 5030 of the State Education Code "may conduct classes for wards of the juvenile court of said city and county. . . ."

/1/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, 1961, p. 65

The principal of the Court schools supervises the school program at Juvenile Hall and at the Ranches and also serves as liaison between the San Francisco schools and the Juvenile Court, the Police Department and the California Youth Authority. He is assisted by an assistant principal who gives daily supervision to the schools at Log Cabin Ranch and Hidden Valley Ranch.

The teachers at the Court schools are paid by the San Francisco Unified School District. Books, supplies and special teaching equipment are provided by the School District, sometimes under a special federal project. School operating costs not covered by State subvention are paid with County funds under provisions of the Welfare and Institutions Code, Section 890 and provisions of the Education Code, Section 18358. Such County payments last year totaled \$89,000 for Log Cabin and Hidden Valley Ranches; no "excess costs" occur at Juvenile Hall, since State funds cover the total school expenditures at the Hall.

Facilities

Standard (State law):

Under Section 889 of the Welfare and Institutions Code

"The (County) Board of Supervisors must provide suitable buildings, equipment, furnishings and supplies for such school facilities at juvenile halls and camps."/1/

Suggested Standard (State):

"Each classroom should have a minimum of 160 square feet

/1/ California Youth Authority, Standards for Juvenile Homes, Ranches and Camps, 1965, pp. 20,29

for the teacher's desk and work area and 28 square feet per student. Since student-teacher ratio is 15 to 1, the total should be 580 square feet."/1/

Suggested Standard (National):

"Classrooms, for a maximum of fifteen, should be larger than average size. They should be equipped for academic work, arts, crafts, and music, if specially designed rooms for the purposes are not available. Smaller rooms should be used for remedial work. Large detention institutions should have specially equipped classrooms for special subjects, including shop and home economics. Reliable specialists in schoolroom design should be consulted."/2/

The school facilities at Juvenile Hall include classrooms, two arts and crafts shops and two gymnasiums. Each of the nine classrooms is a part of one of the nine cottages, each of which houses from 25-60 dependent or delinquent children of school age.

Eight of the nine classrooms have a usable floor space of 410 square feet (according to the architect at the San Francisco Department of Public Works) and fail to meet the California Youth Authority standard. The other classroom in Cottage B-5, more recently constructed, has a usable area of 640 square feet. Because of the over-crowding and lack of space for expansion within the Juvenile Hall, the school principal reluctantly has accepted a lower standard and a teacher/pupil ratio of 1 to 17.

The classrooms are filled by student desks with no space for a large work table. One teacher could find no spot where children could make a chart except

/1/ Ibid

/2/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, 1961, p. 66

by pushing desks aside and using the center of the floor. Shelves, closet and toilet room occupy an additional 52 square feet in the eight older classrooms and 40 additional square feet for a cabinet in B-5. Storage space is so limited that books are stacked high on narrow counters in most of the classrooms.

Ventilation is inadequate, so that when school is in session, the door must be open. This is disturbing to all because the schoolroom is located near the entrance to the cottage. An upset, screaming child returning from Court must pass the classroom door, except in B-5 where the classroom is centrally located.

Reflected glare from southern windows causes problems in some classrooms when air circulation requires raising the window shades.

Use of the gymnasiums and arts and crafts shops, while regularly scheduled, presents problems of supervision and requires either two teachers or one teacher assisted by a counselor. Usually an arts and crafts class must be limited to ten children but may be increased to 14 when the teacher is assisted by a counselor.

At Log Cabin and Hidden Valley, modern school buildings are adequate in design and generally as to space. At Log Cabin, Roberts Hall, the school facility, faces the dining hall across the central paved square. The building provides school office, classrooms and two shops (one for woodworking and one for automotive servicing and mechanics). One large classroom has been made into a reading center and is well equipped with modern electronic

devices as well as carefully selected, well-displayed paperback books.

At Hidden Valley, the separate school building also faces the central paved square with a modern A-shaped reading center prominently featured and well equipped. Adjoining classrooms are light and of reasonable size, as is the office space.

The principal has tried many proposals for improving the over-crowded schools at Juvenile Hall and says the school administration is constantly thinking of new approaches.

School Program and Schedule

Suggested Standard (National):/1/

"The detention school program does not aim necessarily to 'keep the child up with his studies,' although it does so whenever possible. It does aim:

- "1. To provide structure to the child's day and to give him guided activity with educational value to his experience in confinement.
- "2. To offer a positive learning experience in contrast to the years of bad learning which most detained children have experienced. To do this requires an individual approach in small groups and an activity approach through visual aids, projects, and discussions which interest the individual and the class.
- "3. To replace the pattern of failure with a sense of achievement by means of remedial work in reading, arithmetic, and other skills, and through creative practice in arts, shop, music, etc.
- "4. To interpret school problems and needs to the court and to the child's own school in the community through individual reports on each youngster.

/1/ Ibid, pp. 64,65,71

"All detention homes should have coeducational and corecreational programs, provided that these are under competent supervision and that boys and girls also have separate activities appropriate to their interests and needs."

The purpose of the school program at the San Francisco Juvenile Hall and the two Ranches is described by the principal as the same as that of the regular public schools, namely, a basic 3-R education which picks each child up where he is and takes him as far as it can. Detailed descriptions by the principal and three teachers made it clear that emphasis is placed upon providing for each child experiences of success, which means individualizing each child's program and gearing it carefully to the level of his need.

In the shelter cottages for dependent children, the school principal urges the assignment of children from the Court school out into community public schools just as soon as the probation officer will approve it. Neglected children of junior and senior high school level are returned as quickly as possible to their own schools to minimize the break in their studies; bus tickets and lunch tickets are provided by the Probation Department. Donations from service clubs to the principal sometimes are used to provide shoes or similar needs so children can go to school.

Five elementary schools near the Youth Guidance Center have been selected to receive younger dependent children from the shelter cottages. Facts as to name, birthdate, and home school are secured, and a school elementary supervisor personally makes certain that a selected school has room to receive the child. The principal asks that a volunteer or probation officer go with the child the first day to enroll. Some children are considered by the

probation officer to be unable to benefit from a full day at public school. Some children refuse to go outside to school.

Table 62 shows the number of dependent children who were sent from Juvenile Hall to local schools in the two academic years 1966-67 and 1967-68. The number was less than half as large in 1967-68 as in the preceding year. In both years, the majority were sent to junior high schools. The records do not show how long these children remained in these schools. Some fail to attend regularly and some run away. Such children must then be returned to the school in Juvenile Hall. Some children report being ridiculed by other children in the local school as a "Juvenile Court child." On any given day, the number attending local schools may be only one or two.

The teacher in one of the shelter cottages described his 15 boys and girls as usually ranging widely in age from kindergarten to senior high school. They also range widely in academic ability from very bright to mentally retarded. Some children require a remedial approach, both for reading and arithmetic or mathematics. Work for each child is planned individually and is assigned at the start of the period with small groups or individuals each receiving attention in turn.

A complex, carefully prepared schedule allows operating the classroom like an old-fashioned one-room school. Kindergarteners are included by grouping them with the two primary grades. Physical education is taught three days a week, and crafts twice a week by age level with elementary grades in one group and high school grades in another. More such work by

TABLE 62

NON-DELINQUENT (DEPENDENT) CHILDREN REFERRED FROM SHELTER
COTTAGES OF JUVENILE HALL TO COMMUNITY SCHOOLS - SAN
FRANCISCO UNIFIED SCHOOL DISTRICT, 1966-67 AND 1967-68

School Level	1966-67			1967-68		
	Total	Boys	Girls	Total	Boys	Girls
TOTAL	<u>58</u>	<u>41</u>	<u>17</u>	<u>20</u>	<u>6</u>	<u>14</u>
Elementary	9	7	2	2	0	2
Junior High	34	26	8	16	4	12
Senior High	15	8	7	2	2	0

age groups has become possible recently because the population in the shelter cottages has been lower than previously.

Suggested Standard (National):

"The objectives of each activity in the school program should be clearly defined in terms of its value for detained children and its diagnostic objectives. The program should be evaluated periodically in the light of these objectives. Typical values would include (a) outlet for physical energy; (b) satisfaction from achievements which contribute to self-respect; (c) development of self-confidence in socially acceptable pursuits; (d) outlet for constructive expression of hostility and aggression; (e) development of new skills and interests which will promote adjustment after release; (f) opportunity of observing behavior in different situations, to gauge and thus help support personality strengths; (g) obtaining data to assist the probation officer and the court in understanding the child."/1/

In the delinquency cottages at Juvenile Hall, two teachers, one from a "G" cottage for delinquent girls and the other from a "B" cottage for delinquent boys believe that they seek educational objectives which go beyond those of regular public schools. The girls' teacher said she tries to assure these students of successes, makes sure she has direct contact with each student, and helps the girls to enjoy learning - to discover it is fun, not something from which to run away. The other teacher said that he tries to "socialize the boy," teach him to perform in the classroom. Both of these teachers spoke of individualizing all of their teaching. Beginning with a reading test and any background facts provided by the probation officer, they start the student at the level at which he can succeed. In subsequent assign-

/1/ Ibid, p. 65

ments, he is helped to progress as rapidly as possible or as slowly as necessary.

One teacher described a boy who was bright and creative but in the 9th instead of the 10th grade - with a record of bad grades and expulsions (no intelligence test previously available). This boy in the "B" cottage responded well to advanced mathematics. When this was reported to the judge, the boy was given a placement with an educationally enriched program and supportive counseling. He is responding so well that he is expected to be able to return to the community next fall and enter Lowell High School in the 11th grade.

By contrast, teachers frequently find students who cannot read and have tried to keep it secret for years. Teachers begin by showing these youths that actually they do read some words. They strive to gain the student's interest and to get him to agree to work on a concentrated plan so that he will be reading when he leaves Juvenile Hall.

The other teacher interviewed noted that many of the girls also have failed to find successes in the local schools. They have hated certain subjects and cut those classes. As a result, much of the teaching in this "G" cottage schoolroom is remedial. Reading is taught as a tool in relation to all other subjects. Girls learn simple addition, subtraction, multiplication and division and find successes in the process.

Subjects taught in all of the "B" and "G" cottages include the basic junior and senior high school academic subjects. A few students are at the elementary level, a few others at the 11th or 12th grade levels, but most are from 7th to 10th grades. English and mathematics are taught at all

levels, history, social science, geography, music and any of five languages at several levels. Arts and physical education are scheduled outside the regular classrooms each day for one period each.

Because of the crowding of six of the seven delinquency cottages, usually half or fewer than half of the girls or boys in each of the "G" and in four of the "B" cottages can be in the schoolroom in the morning./1/ Ten to 17 other children attend two periods in the afternoon usually including arts and crafts or physical education. Those not in school, or at a clinic, or in Court, or helping with cottage tasks, are locked in their rooms. Teachers mention giving reading assignments to be completed while girls or boys are in their locked rooms. A few counselors mentioned helping minors with homework or "teaching" them to read; others showed surprise that this might be a counselor activity.

Teachers in the Juvenile Hall classrooms in "C" (dependent), "G" (girl delinquent), and B-1 (older boy, delinquent, no prior record) cottages teach four periods of their six-period day. Lunch and preparation occupy the other two periods. Teachers in the B-2 through B-5 (boy delinquent) cottages teach five periods of their seven-period day as do the men who teach arts and crafts and the man who teaches physical education. The woman arts and crafts teacher has a six-period day.

/1/ Cottage B-5 for delinquent boys has a larger classroom and is able to accommodate 20-25 students or nearly all of its residents.

The entire schedule at Log Cabin Ranch is designed to give each boy one-half day of school and one-half day of work. For a majority of these older boys, this year or more at the Ranch is either the last of, or is near the end of, their formal schooling. The assistant principal says that many of the boys probably "could not take" all day school. He says the objectives of this school are the same as those of a local public school, though the academic standards are probably geared more closely to the individual student's ability. Standards of manners and behavior are the same as for public school.

Courses offered included English, social studies, mathematics, science, reading, general shop (wood and metal working), and auto shop. The auto shop teacher has been providing pre-apprentice auto mechanics, but soon will initiate service station vocational training, in cooperation with the Shell Oil Company, which will provide service station equipment. This program will almost guarantee future jobs to its "graduates."

The teacher in charge of the Reading Center at Log Cabin Ranch says that less than 20 percent of the boys at the Ranch read at the average level of their school grade. Boys are supposed to be assigned to the Reading Center because they need remedial reading. The reading class is two periods long or one hour, but is still too short for good individual instruction. The teacher sees some classes as seldom as once a week and the auto shop group for only one-half hour per week.

The Reading Center was opened in the summer of 1967 at Log Cabin as a project under the Federal Elementary and Secondary Education Act, Title 1.

Programmed instructional materials, audio visual aids of the latest electronic types, and a selected paperback library were financed by the project and assembled at the Center. The approach in this project and its specific objectives have been described as follows:

"The basic emphasis of this special reading project was immediate student success; success means involvement, and involvement leads to hard work, to improvement and then to more success.

"Specific objectives were: 1) to bring students up to grade level ability; and 2) to create an atmosphere in which reading and writing would be seen as a useful and even a pleasureable activity."/1/

Methods employed at the Center initially, and continued in the 1967-68 school year, include assignments in programmed instructional materials (a selected reading workbook at a boy's reading level), use of each of the audio-visual teaching aids (recorders, film strip-projector, movie projector, etc.), evaluated and non-evaluated writing, and free reading in the paperback library. Closed circuit television as a reading tool is scheduled for 1968-69. The device of written "contracts" between the teacher and the pupil for completion of individual reading assignments is an innovation used with success both to guide and to challenge the boys. A "B" grade is assured for the successful completion of a "contract."

Observation of a class of boys actively using the various audio-visual machines while others were writing, working in their reading workbooks, or

/1/ Thomas Talo and Orlin Wallace, "An Evaluation of the ESEA, Title 1, Reading Action Project at Log Cabin Ranch School," Summer 1967 - mimeo, San Francisco, p. 1

reading paperbacks lent strong confirmation to the favorable evaluation /1/ of the initial summer project. Boys were deeply involved, they were concentrating intently and they seemed reluctant to tear themselves away from some of the machines as the period ended.

Suggested Standard (National):

"The school should be operated on a twelve-month basis. A modified but no less intensive individualized program should be conducted during periods when the public schools are not in session.

"Special teachers can be called in for relief during regular school vacation periods. In a good detention home school, many teachers consider this an opportunity to improve their knowledge of delinquent youngsters and their techniques of working with them."/2/

The school schedule year-round at Log Cabin consists of five 30-minute classes each morning, and four 30-minute classes for other boys in the afternoon, followed by one hour of physical education taught by the regular school faculty. Various physical facilities needed for sports are utilized in the physical education program, which includes swimming, baseball, tennis, and track.

At Hidden Valley, which opened on October 18, 1967, the school operates a regular six-period school day for each boy. The assistant principal explains that the school staff insisted on this school schedule for the younger boys

/1/ Ibid

/2/ National Council on Crime and Delinquency, Standards and Guides for the Detention of Children and Youth, 1961, p. 66

because they believe it makes for a better program. He also believes that a boy's stay at the Ranch should be at least one year because it takes a boy a long time to change habits.

A teacher at Hidden Valley believes the school objectives there differ from those of regular public schools in that academic goals assume less importance and social goals more importance. Teachers stress good citizenship and relationships with classmates. They try to keep a boy up academically but "they bend over backward to be sure each child succeeds in school" while he is at the Ranch. Boys arrive, saying "I can't do it." Teachers assume the boy is quoting what he has been told and that this experience has contributed to his low self-esteem and his related failures. Effort grades are valuable for evaluation of boys. They are reported regularly to Ranch staff meetings where boy promotions are decided.

The Hidden Valley Ranch School does not use grade levels for classes. Instead, grouping in classes is determined by reading ability. Actually, the work done is usually between the 6th and 9th grade levels.

The population at Hidden Valley Ranch has increased from 12 boys in October 1967 to 62 in May 1968. Because of a limited budget, the teacher-pupil ratio is 1/16 or 1/15 and it is physically impossible, in the judgment of one of the Ranch teachers to individualize instruction with 16 pupils. A better ratio would be 1 to 12 or less.

Evidence of boy interest and involvement was observed when one boy burst into the science room (where shelves were lined with jars containing informal

exhibits) to bring a fly to feed the black widow spider. Similarly, at the modern library-reading center, after school, eight to ten boys were engrossed in recreational reading under teacher supervision. Other boys were enjoying a ball game with teachers in the central outdoor court during the recreation period following school.

The school schedule at Hidden Valley includes four 45-minute periods before lunch and two afterward, followed by an hour for supervised recreation including sports and clubs.

The summer school program at Juvenile Hall is curtailed from that of the regular school year because only four teachers are provided instead of 12. One physical education teacher for boys, one boys' academic teacher, one boys' arts and crafts and one girls' arts and crafts teachers are on duty. The principal would like to have at least nine teachers in summer to provide remedial work in each cottage.

At Log Cabin and Hidden Valley Ranches the summer school program is the same as for the regular school year, except that the school day is shortened by one hour.

Teachers in the Court Schools

In addition to the principal and assistant principal, the Court schools are staffed by 21 credentialed teachers of the San Francisco Unified School District. At Juvenile Hall, nine experienced teachers serve the nine separate classrooms in the two cottages for dependent and neglected children of school age, the two cottages for delinquent girls, and the five cottages for

delinquent boys. One teacher has full time responsibility for boys' physical education classes (girls' physical education is covered by the regular teacher), and two teachers are responsible for the arts and crafts program, working with the regular classroom teachers. At Juvenile Hall there is one Negro and one Spanish-speaking teacher; others are Caucasian. A second Negro teacher is being considered at this time.

Suggested Standard (National):

"Teachers should have training in special education and in techniques of working with children of different grade levels in the same class. They should be selected for their interest and skill in working with children with behavior problems."/1/

The principal of the San Francisco Court schools reports that teachers for the Court schools must have passed the National Teachers' Examination in the upper 50 percentile and must have appropriate teaching credentials. They must be initially selected as qualified for these special classes by a local interviewing committee of the Special Educational Services Division of the San Francisco Schools and then further selected by the principal and the successful teachers of the Court schools. From this process a list of potential teachers is prepared.

Of great importance among the teacher's qualifications is the ability to gear a program down to the level of need of a particular child so that each pupil can achieve success. By and large these teachers must also have special

/1/ Ibid

background in psychology, counseling and related subjects, though these are not the areas stressed in interviewing candidates for employment.

Those teaching high school level youth at Juvenile Hall have preparation and experience in a broad range of subjects; for example, English, science, social studies, modern mathematics, Spanish, Latin, German and music. Specific individual assignments are prepared for each student. The teachers also try to respond to special needs expressed by students. An example of the latter is a course in "community" which includes productiveness, the meaning of misery, sex education, and the value of having experienced achievement.

Interviews in March 1968 with counselors in the boys' cottages produced many general comments about the lack of direction, disorganization and ineffectiveness of the boys' "gym" periods. Part of these comments referred to the physical education classes scheduled for one hour each day for each boys' cottage. These classes taught by a special physical education teacher apparently have not been creative, have failed to place rigorous demands on the boys, and have not been used to teach appropriate skills. Security regulations limit the size of the class to 20 of the 25 to 60 boys in a cottage and require a counselor to assist the teachers in escorting boys to the gymnasium. These regulations appear to have prevented any regular uses of the outdoor fenced area for sports or gymnastics.

Physical education periods also are scheduled for one hour daily for each of the two girls' cottages. They are taught by the regular classroom teachers, neither of whom has specialized in physical education; one has participated in

sports and has substituted in physical education. Girls are seldom escorted to the gymnasium. The classes are held outside in the courtyard "weather permitting." The program appears to be limited to informal volley ball, or to relatively inactive recreational periods indoors.

Physical education in the dependency cottages is even more limited than in the girls' cottages. The factors which conspire to cause this limitation are the lack of access to the gymnasium, the small outdoor space available, and the wide age span within the classes.

In none of the cottages is there evidence of the teaching of sports skills, of well organized physical activity to balance the long hours of inactivity, nor of the coordination of the physical education curriculum with a related recreation program in the cottage. The desirability of using these classes and the recreation periods to provide the physical and psychological outlets needed by children who are locked in their rooms much of each day was repeatedly mentioned in the interviews. The principal of the school said that a recent change of personnel in the boys' physical education job had resulted in plans for a varied and better-organized use of the periods set aside for this aspect of the school curriculum.

Relationships Between the Court Schools and the Juvenile Court and the Probation Department

Members of the administrative staff of the Juvenile Hall and Log Cabin and Hidden Valley Ranches were asked about the type of responsibility for various aspects of the school program which is carried or shared by the administrator of each detention facility and his supervisory staff. At the

Ranches, one of four administrators who was interviewed reported that he carries major responsibility for determining curriculum for school classes while the three other administrators said they have no such responsibility. Three of the four administrators reported carrying shared responsibility with the school staff for scheduling classes at the Ranches. Thus the concept of the job of these four interviewees appears not to be uniform.

At the Juvenile Hall, the superintendent reported that he and his supervisory staff have major responsibility for determining curriculum at the elementary, junior high and senior high school levels and in classes in remedial reading. He reported responsibility shared between his supervisory staff and the school staff for scheduling school classes at all levels.

For dependent and neglected children in the shelter cottages at Juvenile Hall, the superintendent reported that he and his supervisory staff have major responsibility for arranging a shortened schedule for children unable to benefit by a full day at public school; also for reviewing the school plan for any child detained many weeks. Responsibility is shared with school staff for other types of arrangements for those who will attend public schools and also for those unable to adjust to public schools.

Excusing a child from school classes for such reasons as medical treatment, psychological testing, conference with a probation officer, visit from parents, or assigned tasks in cottage or kitchen are responsibilities shared with the school staff according to three Ranch administrators and the Juvenile Hall superintendent. One Ranch administrator reported this duty as his major

responsibility. All of the administrators agreed that they share with school staff the responsibility for excusing a child from class for disciplinary reasons.

The superintendent of Juvenile Hall and his supervisory staff report that no educational opportunities are provided for dependent and neglected children at the pre-school and kindergarten levels. It was commented that such a program was replaced by the "foster grandparent operation." "Foster grandparents" are employed under a Federal grant for three to four hours daily by the Family Service Agency of San Francisco. Fourteen such elderly men and women are assigned daily to the three shelter cottages at Juvenile Hall where they serve in the capacity of interested grandparents, establishing a relationship with the children. They may read to the child, play with him, feed him if he is ill or do other things he may need. Four to six grandparents assist regularly in the playroom of the shelter cottage for pre-schoolers.

No supervised study periods are reported by administrators at Juvenile Hall and Log Cabin Ranch. One administrator at Hidden Valley mentioned study periods under teacher supervision, others elsewhere commented that study periods were tried in the past and did not work out.

Both the principal and his assistant said that communication is excellent between them and the administration of Juvenile Hall, the Probation Department, and each of the Ranches. The principal confers regularly with the Judge of the Juvenile Court, the Chief Probation Officer and the superintendent of Juvenile Hall. He commented: "Whenever I have new plans, they are always willing."

The assistant principal works closely with the Ranch staff, attends monthly administrative meetings with them at Log Cabin and soon will also at Hidden Valley. The principal holds monthly meetings of the teachers at which the superintendent of Juvenile Hall and the Chief Probation Officer are occasional speakers. The administrators of the Ranches have the Court records on each boy and make them available to the teachers.

The principal says that communication between the teachers and the probation officers of the children who are in their classes depends upon the child's problem and the probation officer's concern. He said: "Teachers welcome the team approach." The assistant principal says that communication between the teachers at the Ranches and probation officers of the boys in their classes is by written report. One senior probation officer serves as liaison with the Ranches for all probation officers; he sometimes requests a report from the teacher.

Teachers interviewed at Juvenile Hall each reported that there is communication between teachers and some probation officers. In a shelter cottage, communication is daily with some probation officers who have a large caseload in that cottage. In these cottages the teacher contacts the probation officer for the purpose of getting children outside to community schools, arranging for glasses or clothing and asking why a child has not had visits from parents or the officer "in cases of long lapses with no visits."

In the delinquency cottages, teachers report communication with some probation officers who ask about a child's school progress or for a detailed

report on his school behavior. If teachers have a problem with a child, they seek the probation officer to work out a plan to improve the situation or to ask about a psychological clinic report; they may discuss plans for the child's later education. With some probation officers there is phoning back and forth or drop-in conferences; with others, almost no contact.

The principal reports that the teachers at Juvenile Hall have authority to discipline the children during school classes. If a child is disrupting the group, he may be turned over to the cottage counselor (returned to his room) for one period or not longer than one day. Teachers in the delinquency cottages add that attending class is a privilege at Juvenile Hall; if a child is a threat to himself, the teacher, or others, he is sent by the teacher to his room until 3:00 p.m. In the case of brain-damaged children, everyone is more tolerant. Two teachers said they occasionally call a counselor to help control a situation.

One teacher commented that in the Court schools, teachers set very firm limits after clearly defining those limits. They try to instill respect for self and for others. Discipline is not a problem for the teacher in a shelter cottage.

At the two Ranches, teachers control the atmosphere and handle whatever occurs in the classroom. They and the counselors all use brief notes on "gig slips" about each boy to report to one another whatever occurs. More serious happenings are reported on a "referral slip" or, anything involving fighting, on an "incident report." The two latter affect the boy's status at the Ranch and his weekend privileges.

Interviews with the cottage counselors at Juvenile Hall and the Ranches indicate a basic awareness of the schedule and the major subjects included in the school classes. At the Ranches the use by teachers and counselors of gig slips and other regular reports on boy behavior as well as the shared staff table in the dining room facilitate continual inter-communication.

Individual counselors at Juvenile Hall commented on the schools and on other situations related to the schools. Examples of their comments are:

- "Shelter kids should go to school all day. Children of different ages should be in different cottages. Now those from 5 to 18 years are in one cottage."
- "Many of these youngsters (in shelter cottage C-3) have school problems so they don't last well in the community schools; they truant or refuse to go."
- "The basic approach (in a delinquent boys' cottage) is punitive. . . . In this setting with its rigid controls and authority, rehabilitation can't happen. We need more staff, more innovative approaches after control has been established."
- "Children in (shelter cottage) C-1 are too young for kindergarten. There is no pre-school program; they should have headstart."
- "School is two hours per kid (per day)."
- "School (in a delinquent boys' cottage) has 34 boys per day out of 50 for a maximum of two hours each."

Liaison Between the Juvenile Court and the Community Schools

The principal of the Court schools in his role as liaison officer with the Juvenile Court is responsible for the flow of school records to the Juvenile Court for use by probation officers. He arranges, too, for the return to the local community schools of the minors and their grades after they have been detained

at Juvenile Hall or one of the Ranches. To accomplish these purposes, the San Francisco Unified School District has developed definite procedures which the principal of the Court schools administers, often through the use of appropriate forms.

Interviews at the Court schools and at local schools gave evidence that the procedures governing these relationships are understood and are usually followed. It was agreed that transcripts may be delayed, but direct contact by probation officers with local schools through use of the School Directory is said to help. The child's complete School Guidance Folder is no longer transferred to the Court by the San Francisco Unified School District because delays and losses made this practice cumbersome.

A student who is returning to the local schools from a Court school after more than a brief period of detention is interviewed by the principal of the Court school. His record and the recommendation for his school assignment are reviewed by the Student Placement Committee of the Schools' Special Educational Services Division, and an assignment is made to a particular local school or an appropriate special educational facility. This procedure appears to result in much individualized attention for children known to the Court and for others with special problems. Assignments by this Committee command respect in the local schools and are followed at the high school level by counseling with the student as to his educational plan, by efforts to help him with special problems and by continuing attention to his needs by the counselor, social worker, attendance officer and nurse, with active backing of the assistant principal. The

degree of involvement of various teachers depends upon the situation. Below the junior high school level, few Court cases are known, but similar special services are available.

SUMMARY

This summary highlights those points in the material on Court schools which seem to emerge as significant when compared with the related standards. It also describes the schools in detention facilities in San Mateo County, California, for purposes of comparison with the San Francisco situation.

Administration and Financing

The schools at the detention facilities of the San Francisco Juvenile Court appear to be administered and financed in accord with the provisions of the Education Code and the Welfare and Institutions Code of the State of California and are operated by the San Francisco Unified School District and staffed by a principal, assistant principal and teachers employed by the School District, as recommended by NCCD.

Facilities

The facilities for the school program are provided by the San Francisco County Board of Supervisors at the three detention facilities, as required under the Welfare and Institutions Code. The buildings, equipment, furnishings, and supplies at Log Cabin and Hidden Valley Ranches, can be described as "suitable" according to both the State law and the standards suggested by NCCD.

By contrast, the buildings, equipment, furnishings and supplies at the Juvenile Hall in San Francisco cannot be described as "suitable" in several important respects, nor do they meet the suggested State and national standards as quoted from the California Youth Authority and NCCD, respectively.

Deficiencies include:

1. The classrooms in eight of the nine cottages at Juvenile Hall could not accommodate for a full school day the number of children in detention on an average day in 1967. In the delinquency cottages they fall short of accommodating them for a half school day.
2. At Juvenile Hall, eight of the classrooms (including shelf-space, closet, and toilet) fall short of the 580 square feet specified in the California Youth Authority Standard for detention school classrooms.
3. The classrooms are not "larger than average size" as recommended in the standards, but smaller and therefore less suitable for the several, simultaneous small groupings and individualized instruction necessary for such special classes daily.
4. Ventilation is poor, but air circulating systems have been installed in B-1 and C-3 and are being added to the other cottages, one each year, according to the architect at the Department of Public Works.

5. The classrooms are not adequate in size or in special equipment for music or for arts and crafts.
6. Storage space and work space for use of special instructional materials and the audio visual aids necessary to individualized remedial teaching are limited or lacking.
7. The classrooms are poorly situated near the entrance to eight of the nine cottages; the B-5 classroom is better situated.
8. The facility offers no possibility of coeducational classes in appropriate subjects, for those in the delinquency cottages.
9. A supervised pre-school program is lacking in C-1, the shelter cottage for young dependent children, and a kindergarten program is lacking in the C-2 shelter cottage.

The next section provides a short description of the Juvenile Hall school in San Mateo County. This is an example of a similar special educational service operating in a facility which appears to be much more congenial to the goals of the programs than is the San Francisco Juvenile Hall.

Court Schools in San Mateo County

At the San Mateo County Juvenile Hall, education is considered a part of the treatment. Schools at Juvenile Hall, the boys' camp and the girls' day center operate year round under the Special Education Division of the County schools. School is operated for a full school day of five periods of 45

minutes each. Teachers have a sixth period for preparation. A mid-morning break of 20 minutes allows students to return to their cottage for relaxation. The lunch break is for one hour.

Classes usually consist of 10 to 12 students and are coeducational. Average daily population in 1967 was 126, or 85 boys and 41 girls. School attendance is not forced, but only about six minors per year refuse to attend.

Elementary school classes are housed in portable buildings within the security fence on the Juvenile Hall grounds. Rooms are large and desks movable to permit varied use of space.

High school classes are housed within the Juvenile Hall facilities in a cluster of large rooms and a shop around the school office. Students, organized in five groupings, pass from one classroom to another between periods.

The emphasis of the teachers is upon guaranteeing success in school to each child. A new student is interviewed by the head teacher and is assigned to one of the high school groups or elementary classes at his level. Highly structured instructional material is used. Students become deeply involved in their classes. Discipline problems are few and are handled by the teacher.

San Mateo does not attempt a physical education program within the school curriculum, but the Juvenile Hall staff handles a recreation program after school. Minors spend very little time in their rooms during the day but are

locked in at night./1/

Comparison with the San Mateo County facility and its related school program emphasizes the severe restrictions which the San Francisco Juvenile Hall facility places on the school program./2/ The design of the cottages in San Francisco precludes any simple solution of the need for additional classrooms in each overcrowded cottage. The layout of the facility itself presents a serious barrier to organization of high school groupings along the lines used in San Mateo.

Program and Scheduling

When the school program and the schedule at the San Francisco Court schools are compared with the NCCD standards quoted above, both strengths and deficiencies in the local program are revealed.

Strengths:

1. The teacher selection process used by the Special Educational Services Unit of the San Francisco schools places the emphasis on special education as recommended in the standard.
2. The San Francisco School District always has operated on a policy which provides special education teachers to serve additional classrooms just as soon as the County provides those classrooms. To serve the current average daily population of school age (340) this would require at least five and preferably eight more teachers at Juvenile Hall. (The principal reports making various proposals for additional classrooms, but none has proved acceptable to the Juvenile Hall administrators.)

/1/ Reported by BASPC staff from a visit to the San Mateo County School at Hillcrest and an interview with its principal, Douglas Booth.

/2/ At San Francisco Juvenile Hall the school facility problems in the shelter cottages for dependent children also are serious under the present policies, but are not described here because they are a part of the entire shelter care program dealt with in the chapter on The Dependency System.

3. The program is operated by the public schools and coordinated with them as specified in the NCCD standard.
4. The schools at Log Cabin and Hidden Valley Ranches are operated on a 12-month basis, as recommended.
5. The schools at the two Ranches are coordinated with the rest of the detention program.
6. Observation and evaluation of the youth in a school setting is used at Log Cabin and Hidden Valley for a "rounded understanding of him," (as suggested in one of the standards). At times, at Juvenile Hall school, evaluations also contribute to planning by the probation officer and the Court for the child's future.

Deficiencies:

1. At San Francisco Juvenile Hall, the classes of 17 pupils (or of 20-25 in B-5) exceed the State and National Standards of 10-15 pupils per teacher in detention home schools.
2. Children detained at Juvenile Hall receive only limited school experience because of the character of the physical facility. The single school classroom in each of eight cottages at Juvenile Hall is sub-standard to serve even 15 children in cottages whose populations usually range between 25 and 60 minors. Counselors in the delinquency cottages report that minors attend school only two to three hours per day; some in the morning, others in the afternoon. The result is that few children of school age ever receive a full day of school instruction while in detention. On any given day, some children in each cottage may receive no instruction and may be locked in their rooms during school hours.
3. Teachers at Juvenile Hall include only one Negro and one Spanish-speaking person.
4. The schools at Juvenile Hall are not operated with a full complement of teachers on a 12-month basis. The summer program is curtailed from 12 to 4 teachers.
5. Classes at Juvenile Hall not only are too large with 17 students, but the range of age and grade level is so broad and the classrooms so small as to seriously hamper the teachers in their efforts to achieve the special educational goals listed in the NCCD standards and the Boys' Youth House report.

6. The philosophy and individualized instruction by the teachers which seeks to parallel the recommended goals for instruction in a detention home, is not matched by any clear philosophy and program in the Juvenile Hall. Thus, for example, coordination of the school program with the general detention program is confined to the mechanics of scheduling, security measures, and limited review of special problems of the minors.
7. Communication between the school staff and the Juvenile Hall staff, while described by the school principal as "excellent" at the administrative level appears to be narrowly limited at the operating level. Teachers mentioned conferences with "some" probation officers but examples given often indicated that the teachers had initiated such contacts or that they were brief and irregular. Neither teachers nor counselors indicated any established cooperative planning for the detention program of individual children. At the ranches a more adequate working relationship was described by teachers and counselors.
8. The layout of the Juvenile Hall as well as the emphasis on security discourage consideration of a more flexible, rotating class plan for junior and senior high school students in the delinquency cottages.

Teachers in the Court Schools

Comparison of the qualifications of the five teachers interviewed with the nationally suggested standards quoted did not reveal major deficiencies.

The best assurance of the selection of teachers properly qualified in special education appears to rest with the quality of administration and supervision in the Special Educational Services of the San Francisco Unified School District. This unit establishes local standards for the various special services, operates those services and the selection committee for special teachers, and coordinates the various special services with the local schools city-wide.

THE SAN FRANCISCO UNIFIED SCHOOL DISTRICT

The previous section described the school programs for children in Juvenile Hall and at the two Ranches. This section is concerned with the role of the schools and their relationship to the Juvenile Court, not only as an important source of referral to the Court, but also as a major resource for special educational and preventive resources.

The Special Educational Services Division is the instrumentality of the San Francisco Unified School District which is charged with the task of serving children who have difficulty in "growing up socially and normally." The work of this division should be viewed against the background of the overall function of the school and the school population of the City.

The San Francisco Unified School District carries the major responsibility in San Francisco for the education of children from kindergarten through high school. It shares the responsibility for part of the children with the Catholic schools of the Archdiocese of San Francisco and with some other private schools.

School Population

The San Francisco Unified School District serves the major portion of the child population of San Francisco from which referrals to the Juvenile Court come. Numerically, in October 1967, /1/ children attending the public

/1/ William L. Cobb, Racial Estimates of Pupils Attending San Francisco Public Schools, Pt. 1, San Francisco Unified School District, October 1967, Summary page.

schools included:

	<u>School Population</u>
TOTAL	<u>93,710</u>
Elementary Schools	51,635
Junior High Schools	20,743
Senior High Schools (including John O'Connell Day and Samuel Gompers)	21,332

Children in special school programs included:

TOTAL	<u>3,249</u>
Pre-Kindergarten	1,237
Special Schools and Classes	1,366
Children's Centers	646

Most of the other school age children of San Francisco attend the Catholic schools. As of October 1967, the Catholic school enrollment included:

	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
TOTAL	26,022	11,974	14,048
Elementary (level)	14,437	7,009	7,428
Junior High (level)	6,476	2,922	3,554
Senior High (level)	5,109	2,043	3,066

Since the Catholic schools are organized into elementary school grades K through 8, and boys' and girls' high school grades 9 through 12, the above figures have been adjusted to parallel the three levels of the public schools./1/

The diverse character of San Francisco as an urban center is reflected in the composition of its public school population. Of the 93,710 children attend-

/1/ Statistics supplied by the Research Department, Catholic Schools of San Francisco.

ing elementary, junior high, and senior high schools in October 1967, the estimated percentages /1/ of various racial and nationality groups were as follows:

	<u>Total</u>
Spanish speaking	12.9
Negro	28.9
Chinese	13.5
Filipino	2.3
Japanese	1.8
American Indian	0.2

Method of Study

Of the total services of the public schools, only those are described which are relevant here because of their present and potential relationships with the Juvenile Court and Probation Department. Similarly, the relationships between a sampling of local schools and the Juvenile Court and Probation Department (and the Police Department) are explored. The schools in the sample were chosen by the School Research Department in consultation with the appropriate assistant superintendents. All were known to have considerable contact with the Juvenile Court.

Special Educational Services

Special Educational Services include the administration and supervision of many types of basic programs to meet special educational needs of children with a variety of unusual physical, mental, social, and emotional situations. Some of these are long established, such as the program for children

/1/ William L. Cobb, Assistant Superintendent, Human Relations, San Francisco Unified School District

with speech, hearing, and visual handicaps; others are relatively recent special projects, sometimes with Federal or State funding. These services are in the hands of four types of employees: (1) psychologists; (2) social workers; (3) counselors; and (4) attendance officers.

In each local school the assistant principal and the school's counselors are in constant communication with each other and with the classroom teachers. Every student has a counselor, although contacts with individual students may be infrequent owing to the large counseling loads. It is the principal, or in large schools, the assistant principal or the counselor, who hears first of behavior problems in classrooms, who confers with probation officers or who receives reports on children returning from a period in custody at Juvenile Hall or elsewhere. It is they who seek the specialized help on specific situations from the psychologist, social worker and attendance supervisor assigned (often part-time) to their school.

The Special Educational Services pertinent to the Juvenile Court study are administered under six headings which are: (1) Pupil Services; (2) Programs for Educationally Handicapped Minors; (3) Elementary and Secondary Education Act Programs; (4) Special Services Centers for Pregnant Girls; (5) Attendance Services; (6) Guidance Service Centers.

1. Pupil Services

Until recently these basic, supplementary services were called Child Guidance Services. They have long been organized to serve groups of local schools out of four district offices.

In recent years, partly through certain State and Federal special projects, the number of social workers and psychologists available to perform these services has been increased so that more time of these specialists can be assigned to the junior and senior high schools. Service also has been increased at four target area elementary schools for elementary children and pre-kindergarteners.

Together the psychologists and social workers in pupil services perform the following special services:

- a. Direct services to students with emotional or psychological problems related to learning.
- b. Mental health consultation to school personnel around various problems.
- c. Mental health education to faculty members, students and community groups.
- d. Maintaining school relationships with other agencies in the community.

When asked whether these services are extended to dependent wards of the Court who are in foster home placement, they said they often do not know which children are in foster homes.

The volume of Pupil (Child Guidance) Services may be compared for the past two years in Text Table AE below:

TEXT TABLE AE

<u>Year</u>	<u>Total Pupils Served</u>	<u>New Referrals</u>
1966-67 <u>/a</u>	3,800	1,569
1965-66 <u>/b</u>	3,224	1,400

/a Alice C. Henry, "Annual Report of Activities of Child Guidance Services," San Francisco Unified School District, 1966-67 Typed Report, pp. 1,2

/b Martin Dean and Alice Henry, "Child Guidance Services for the Year 1965-66," San Francisco Unified School District, September 1966, mimeo pp. 2,5

For each of the two years the new referrals to Child Guidance Services were distributed by the major symptoms at time of referral as indicated in Text Table AF below.

TEXT TABLE AF

<u>Major Symptom at Time of Referral</u>	<u>1965-66</u>		<u>1966-67</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Total	1,404	<u>/a</u> 100	1,569	<u>/b</u> 100
Personality Problems: (insecurity, fearfulness, anxiety, withdrawal, nervousness)	345	25	391	25
Social Maladjustment: (aggression, stealing, defiance of authority, lying, etc.)	519	36	557	36
Attendance: (truancy, tardiness, school phobia, class cutting)	69	5	54	3
Learning Difficulties	390	28	359	23
All Others	81	6	208	13

/a Martin Dean and Alice Henry, "Child Guidance Services for the Year 1965-66," San Francisco Unified School District, September 1966, mimeo pp. 2,5,6

/b San Francisco Unified School District, "Child Guidance Service Statistics, Summer 1966 through June 1967," typed tables, pp. 4,5

The new referrals also were analyzed by level of enrollment for the same two years, with the following results:

TEXT TABLE AG

<u>Grade Level</u>	<u>1965-66</u>		<u>1966-67</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Total	1,404	<u>/a</u> 100	1,569	<u>/b</u> 100
Senior High	163	12	203	13
Junior High	461	33	366	23
Elementary	772	54	921	59
Pre-Kindergarten	---	---	79	5
All Other	8	1	---	---

/a See footnote /a in Text Table AF, above.

/b See footnote /b in Text Table AF, above.

Text Table AG, in the 1966-67 column shows an increase in elementary children served which is the result of increased staff in target area schools working on early identification. Since more than half the work of the pupil services is with elementary school pupils, presumably its major contribution, from the standpoint of the Juvenile Court, is in the area of early identification and prevention.

2. Programs for Educationally Handicapped Minors

In 1963, passage of a new State law known as AB 464, "Programs for Educationally Handicapped Minors," provided a new opportunity for local school districts, with students having "significant educational deficits," as defined in the law, to develop special programs and receive additional State funds.

"The legislation . . . authorized several different kinds of programs; special classes in elementary or secondary schools, learning disability groups in which children remain in regular classes but go to a special teacher singly or in small groups for special instruction, home instruction, or instruction in licensed non-profit children's institutions."/1/

In the 1967-68 school year, the total number of new cases screened for this program was 316. Of these, 42 were at the elementary level, 12 at the junior high, and one at the senior high level. Sixteen classes were organized in institutions which serve children referred by the Juvenile Court. The institutions included: Langley Porter Clinic, Children's Hospital Clinic, San Francisco Children's Center, Edgewood, Mt. St. Joseph's, Homewood Terrace, and University Mound School./2/

The principal of the Juvenile Court schools early in 1968, made an analysis of the House List of Minors in Detention (for just one day). His analysis revealed six minors who had been screened previously as eligible for the E-H (educationally handicapped) program. An application for State funds was approved. Space for a small class was found on a balcony above an arts and crafts studio. Minors at Youth Guidance Center may now be

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- /1/ Martin Dean and Alice Henry, "Child Guidance Services for the Year 1965-66," San Francisco Unified School District, September 1966, p. 9
- /2/ Alice C. Henry, "Annual Report of Activities of Child Guidance Services," San Francisco Unified School District, 1966-67, Typed Report, pp. 2,3, and informal report on 1967-68 statistics.

screened for the program (by a medical doctor, psychologist, and the E-H supervisor) and those qualifying may be assigned for individual or small group (never more than six) instruction by the E-H teacher. Some children will have one period of instruction daily while others will have several periods, depending upon the individual needs of those eligible.

3. Elementary and Secondary Education Act Programs

During 1965-66, passage of the Elementary and Secondary Education Act and the funding of San Francisco's proposals resulted in the strengthening of Pupil Services (then Child Guidance) in significant ways in target areas of the City. Staff was increased also to improve services in the junior high schools.

In 1967-68, these programs continued to provide compensatory education and various types of enrichment programs in the numerous target areas of San Francisco. The special pupil services inaugurated in the two previous years for these children and their parents have also been continued in these schools.

4. Special Services Centers for Pregnant Girls

A special inter-agency educational and health program for teen-age pregnant girls, 16 years of age or younger, has been administered by the San Francisco public schools since 1966-67. It resulted from a pilot program organized by the

San Francisco YWCA in 1965-66 which stresses academic and health education as the "core" program, but also includes casework, adequate medical care, planned recreation and group counseling. The Juvenile Court and the Probation staff use this special service and cooperate closely with it.

The purpose of the Service Centers is to attempt to rehabilitate these young mothers and hopefully to interrupt an unhealthy cycle of early pregnancies and dropping out of school which have recurred for several generations in some families.

The five centers operating in the spring of 1968 are located at: Children's Hospital; Milton Meyer Recreation Center (Hunters Point); Mission Neighborhood Center; Mt. Zion Hospital; and YWCA of San Francisco (620 Sutter Street).

Each center operates two mornings a week to serve 24 girls at one time. Girls are instructed in school subjects individually for two hours a week by one of eight home teachers. All girls receive instruction from a registered nurse on prenatal and postnatal care; all are scheduled for group counseling. Physical education and recreation are also provided.

In addition, each girl and her parent are seen by the social worker and visited at home. Contacts are made with the San

Francisco Department of Social Services, which has established a special unit to handle problems relating to financial support, contacts with the putative fathers and plans for the babies after delivery. Such steps may include relinquishment for adoption, foster home placement, or continued supervision of the mother and baby in their own home.

Medical plans also are worked out on an individual basis or the girls are referred to existing City medical facilities where a special group of obstetricians follows these cases throughout pregnancy and delivery. After delivery, the social worker counsels the girl concerning her return to school and transmits pertinent information to the assistant principal in the new school./1/

The number of girls served in two school years was:

	<u>Total</u>	<u>YWCA Pi-</u> <u>lot Program</u>	<u>S.F. USD -</u> <u>1966 Fall</u>	<u>Two Centers</u> <u>1967 Spring</u>
Totals	<u>99</u>	<u>25</u>	<u>24</u>	<u>50</u>
Junior High	28	3	11	14
Senior High	70	22	13	35
Elementary	1			1

The goals for this program, the inter-agency cooperation in rendering the services, as well as the national attention which

/1/ Briefed from: Alice C. Henry and Elaine Wolfe, "Special Services Centers for Pregnant Girls," San Francisco Unified School District, 1967

it has attracted, all testify to its importance as a preventive and rehabilitative service for girls known or likely to become known to the Juvenile Court. The casework with the putative fathers also has important implications

5. Attendance Services

A legal relationship exists between the Attendance Services and the San Francisco Juvenile Court for the enforcement of compulsory education laws. Attendance Services refer cases of severe truancy to the Court for formal hearings.

Before any child is referred to the Court for truancy, the attendance supervisor serving his school takes several steps designed to help him, such as:

- Investigation and casework help at the local schools with the purpose of reaching underlying causes, of which truancy and other unacceptable behavior are symptoms.
- Counseling and guidance for maladjusted children and their parents, including more favorable school plans and referral of the family to a community agency when necessary.
- Counseling with students who have adjusted to past attendance and behavior problems but who continue

to have a high potential for adjustment difficulty.

- Providing schools with information on employment of minors.
- Investigating and reporting any violations of State and Federal child labor laws.

Thus a careful process of investigation, casework, planning for a modified school program, and trying other alternatives is carried out with a truanting child and his family before legal action is taken.

Before a case is referred to the Court a case conference is held with the attendance supervisor in the local school and the supervisor of attendance services, to consider other alternatives. If no other program is available, the case is presented at a special truancy hearing before the Truancy Referee at the Juvenile Court. If the truanting child is a ward of the Court, the matter is referred to the probation officer who takes the case to the referee.

Recent Education Code provisions (Section 10601 - 10605) cover definitions of reasons for suspension and possible expulsion, while Sections 10552-3 cover reasons for exclusion from school. The 11 reasons for suspension and possible expulsion with the references to the Education Code are:

1. Continued wilful disobedience (10602)
2. Habitual profanity or vulgarity (10602)
3. Open and persistent defiance of the authority of school personnel (10602)
4. Assault or battery upon a student (10602)
5. Continued abuse of school personnel (10602)
6. Assault or battery upon school personnel (10602)
7. Any threat of force or violence directed toward school personnel (10602)
8. Smoking or having tobacco on school premises (10602)
9. Use, sale or possession of narcotics (10603)
10. Membership in any secret fraternity, sorority or club (10604)
11. Misconduct when other means of correction fail to bring about proper conduct (10605)

The three reasons for exclusion with the references to the Education Code are:

1. Any student of filthy or vicious habits (10552)
2. Any student suffering from contagious or infectious diseases (10552)
3. Any student whose physical or mental disability is such as to be inimical to the welfare of other students (10553)

Suspension, expulsions and exclusions are initiated by a principal or his designate but suspensions are limited to 20 days during a school year./1/ Such severances of attendance must be reported to the County Superintendent of Schools. Expulsions and exclusions must be finalized by action of the County Board of Education. The office of the Coordinator of Special Educational Services performs these staff functions for the County of San Francisco, enforcing the compulsory

/1/ If the student is moved to another school, an additional 10 days is allowed.

school laws for all children. The San Francisco Board of Education sits as the County Board when necessary.

In San Francisco when a Catholic or other private school principal dismisses a child, the public schools of the district enroll that child. Notification is by a form - "Left Without Transfer" - from the private school. If the child does not enter school, an attendance supervisor follows up the case and takes appropriate action.

In the year 1967-68, San Francisco expelled by Board action, a total of 13 pupils. There were no exclusions from school. It is the policy of the San Francisco Unified School District to use expulsions only as a last resort after all other efforts to bring about adjustment are exhausted. Similarly, it is the practice in San Francisco to return to school pupils who have been expelled, when evidence is presented that unacceptable behavior appears to be no longer present. Accordingly, some of the pupils expelled during the year have already returned to school and will re-enter school in the fall.

Suspensions are all returned promptly to school either in the same school or in a different school to which they are assigned by the Student Placement Committee. Alternatively, they may be sent to one of the new Guidance Service Centers./1/

/1/ See section 6, below

These Centers were established for elementary, junior high and secondary levels as a constructive alternative to long suspensions.

Exemptions for one term must be by parental request and are for various reasons such as going into the armed forces, going to work, pregnant girl choosing not to continue school. These were 1,240 exemptions in 1967-68 in San Francisco and 1,535 in 1966-67.

The Director of Pupil Services identifies this entire area of older youth (16-18 years) who are in and out of school as a serious problem for school personnel and often for probation officers also. The first cause of difficulty is the conflict between the provisions of the Education Code on compulsory education until age 18 and the provisions of the Welfare and Institutions Code which permit exempting a child over 16 years unless the parents will admit that he is beyond parental control - an admission many parents will not make.

Part of this problem is the loss of jobs by many youths who are exempted from school to go to work. The most difficult situation is said to be those who "drop-in" to their school home room daily so that their attendance is counted, and then disappear or hang around toilets but do no studying. These students wish to keep their names on the school record so

that their families can qualify for AFDC (Aid to Families with Dependent Children) payments.

Another aspect of the attendance problem relates to those minors who are wards of the Court under the supervision of a probation officer in their own homes or in foster homes in San Francisco. They are not as strictly supervised in relation to school attendance as the schools consider necessary. The probation officers seem to view truancy as less serious than theft, joy riding, and other offenses. Sometimes out of desperation the probation officers request formal exemption from school for students who are on probation, even for some under 16 years.

6. Guidance Service Centers

The San Francisco public schools started three Guidance Service Centers (continuation type classes) in the spring of 1967. The program now has been expanded to five centers. The program in 1967-68 was partly funded under the Federal Elementary and Secondary Education Act of 1965, Title 1, and partly by the School District. School districts are now allowed to impose a special assessment beyond the established tax limit to finance such services.

The purpose and program are described as follows:

"The purpose of the Guidance Service Centers is to provide a rehabilitation educational experience for pupils whose behavior in school has been anti-social in the extreme and to provide the opportunity for the regular classroom teacher to perform his educational duties without disruption.

"The centers have been organized to allow flexibility in working with the students. Classes have a maximum limit of 15 students per teacher. Some pupils are seen on an individual basis for an hour a day, while others are programmed on a minimum day basis with allowances for individual and small group instruction.

"Candidates for the Guidance Service Centers are screened by a school site committee made up of at least three of the following: the principal or his designate, a teacher, the school social worker, the school psychologist, the attendance supervisor, a counselor, the school nurse, and/or others who have knowledge of the pupil.

"Principals are asked to make every effort to find solutions to problems of discipline prior to referral to the centers."/1/

The centers are set up at the elementary, junior high and senior high levels with a total of ten teachers, two social workers and two psychologists assigned full-time. The four centers were serving 94 students in May 1968.

The close relationships between these centers and the Education Code Sections on suspensions are apparent from the description. The director of pupil services and the supervisor of the junior high division, both think this program is

/1/ Gordon Carlson, "Guidance Service Centers," Special Educational Services, San Francisco Unified School District, mimeo report, 1967, pp. 1,2

serving pre-delinquents and some delinquent wards of the Court effectively. They hope to expand the service to serve more such students. The principal of one high school mentioned that only 29 pupils of senior high school level can be served at present. He estimates that San Francisco needs at least four more such centers for senior high students.

Samuel Gompers High School

Samuel Gompers High School, as one of its functions, provides a continuation school program for:

- a) Students 16 years of age or over who had not been graduated from junior high school by their 16th birthday. They are served until they achieve low 10th grade status, then are transferred to a district high school.
- b) Selected late arrivals - coming to the City after the fourth week of school.
- c) Students working part-time.
- d) Students assigned for special services by the Student Placement Committee.

This school has small classes, a teacher-student ratio of 1 to 20, or less, and does much individualized work. Some students come for a part-day only; some work on "contracts" of the type used to motivate boys in the

Reading Center at Log Cabin Ranch School./1/

Gompers reported no referrals to the Juvenile Court during the 1967-68 year. The assistant principal, when at a junior high school, encouraged girls to become self-referrals when abuse at home became so bad they refused to go home. She reported a good working relationship with the Court, which she considers "a helping agency."

John O'Connell Vocational High School

At the high school level, John O'Connell provides vocational and occupational programs for 600 students. Such facilities are needed for 2,000 students in San Francisco according to the Supervisor for Secondary Education, High School Level.

Relationships Between the Schools of the Juvenile Court and Probation Department

The following review of the relationships between the schools and the Juvenile Court and Probation Department covers the responses of probation officers, public school officials in Special Educational Services and in the two secondary divisions, principals of seven public schools, principals of two Catholic high schools, and persons in two agencies having institutional schools. The research Director of the San Francisco Unified School District assisted in selecting schools for the seven local interviews. The office

/1/ See section on the Court schools.

of the Director of Education for the Archdiocese of San Francisco selected the two principals of Catholic high schools to be interviewed.

The schools were mentioned third most often by probation officers at the Juvenile Court in listing the agencies with which they most frequently work. Part of these contacts are with teachers in the Court schools. Other contacts by probation officers are through the principal of the Court schools who serves also as liaison for the School District with the Juvenile Court and the Police Department. The principal reports that he also encourages direct contact between probation officers and principals or assistant principals of local schools from which minors have come and to which they return.

All probation officers are supplied with School District Directories to aid them in reaching principals. Various special forms also are available to facilitate requests for specific school records of minors or to secure agreement by a parent to make restitution for school property damaged by his child, or for other uses.

Catholic High Schools

The principal of Cathedral High School reports that this girls' high school of 275 to 325 students has little contact with the Juvenile Court except in relation to truancy. In general, they find the Judge and the Court very cooperative.

About 20 girls from Mt. St. Joseph's, including children placed there by the Court, attend Cathedral High School.

Cathedral High has some problems with pregnancies. Mothers are advised to take pregnant daughters out of school and the girls are referred to St. Elizabeth's. There the public schools provide tutors. Credits are transferred so that girls may receive public school diplomas through St. Elizabeth's.

Sacred Heart High School serves about 900 boys including about half of those living at San Francisco Boys Home, some of whom are wards of the Court in placement there. The School also serves boys returning from Hanna Center.

Sacred Heart has a good relationship with the Juvenile Court. They now receive the daily roster of those detained at Youth Guidance Center and use it as a guide to boys in need of counseling by the school counselors. The School recognizes the punitive effect of the Juvenile Court as an essential. The principal commented that all who return say they got what they deserved.

Counselors on the staff at Sacred Heart work with boys who are in trouble, warn them, place them on school "probation," put them on "suspension" while keeping them in class. Expulsions are rare.

At Cathedral High there are no expulsions; suspensions mean two days at home.

In both schools, when counselors see a need for psychological testing or psychiatric services, parents are referred to McAuley Clinic. The

public health nurse who serves the schools also makes referrals to McAuley.

In both Catholic high schools, when difficult situations such as delinquent behavior occur, the principals rely on the Youth Guidance Center or the Public School Attendance Officer assigned to these two schools. They find her effective and helpful, although trancies are rare in both schools. Neither school had a remedial reading program in 1967-68.

Both schools find that children detained at Youth Guidance Center get seriously behind in school work. Cathedral High has given examinations to girls both in the shelter and in the delinquency cottages. Sacred Heart has taken a student's program and books, with assignments, to the teachers in a delinquency cottage, or has arranged such a plan through the probation officer.

The principals of the Catholic high schools wish they had social workers to assist with child welfare problems. They find it difficult to use busy, partially-trained personnel for such tasks. The Order of the Daughters of Charity will finance social work service by Catholic Social Service for four Catholic elementary schools next year.

Public Senior High Schools

The Divisional Supervisor of Secondary Schools (Senior High) serves as liaison for the high schools with the Juvenile Court, the Probation Department, and the Police Department (both the Juvenile Bureau and the District Stations). He works easily with the Judge and many of the probation

officers. He thinks the Court's emphasis is on finding some program or vehicle for the minor which will make him get along better, help him to adjust. Often this vehicle is a better school program.

The Supervisor and the three senior high principals spoke of good cooperation between the Court and the schools. All spoke favorably of the Judge's annual invitation to principals and assistant principals to meet with him, the probation officers, and the Juvenile Bureau of the Police Department. This has helped to improve cooperation and understanding of the law.

One principal formerly found the Court too lax, but now believes the Judge is trying to make it strict in a way that commands the boys' respect. He thinks the police often book Negro boys for more serious offenses than they would use when booking other boys caught in the same activity.

One assistant principal described the good services the high school receives from the probation officers and said there is careful planning to find ways both agencies can help students resolve their problems. At Samuel Gompers, the assistant principal has an agreement with all girls who have probation officers or social workers. Whenever a girl feels she needs help, she is to come to the office for a permission slip to go immediately to see her probation officer or social worker. Girls now realize they must not "act out" in class, but seek help instead.

Principals recognized serious understaffing in the Probation Department but felt the former approach - "send them out to YGC one day, and

they are back the next" - is now greatly improved. Probation officers now are available and cooperative, though the quality varies. Some come in regularly to discuss the progress of each minor on their lists.

Samuel Gompers reported the serious school problem created when the Court releases detained minors at Christmas time or in May near the end of a school semester when return to a local school is impractical. Since these children have fallen behind in the Court school, they are assigned to Gompers, are given partial credit, and are helped to re-orient themselves to school until the semester ends. Then they can either return to the District school or can embark on a special plan suited to their individual needs.

All senior high school principals commented on the unrealistic truancy laws as they affect students over 16 years. School attendance is compulsory to 18 years, yet there are no teeth in the law after 16 years. The result is few referrals of high school students for truancy. As one principal put it, the Court can only "slap the wrist" of a person over 16, so he goes from bad to worse.

All the senior high schools appear to be using the several types of Special Educational Services described above. Severe delinquent behavior is referred at once to the Supervisor of the Secondary Division, for possible action by the Student Placement Committee. If a child threatens or attacks a teacher, the law requires that the police be called at once, and the police must make an arrest. If there is no attack, the police

can admonish, cite, or book. The schools must contact the parents when the police pick up a child. Many attempts may be required to reach the parents.

Senior high principals see a need: (1) to have full-time social workers; (2) to expand the Guidance Service Centers; (3) to increase the school counseling time available; (4) to decrease counseling loads; (5) to have more attendance officer time; and (6) to operate more than one Continuation High School where very flexible programs can meet the interests and needs of unsuccessful students.

Public Junior High Schools

The Divisional Supervisor of Secondary Schools (Junior High) serves as the liaison for all public junior high schools with the Juvenile Court, Probation Department, and the Juvenile Bureau of the Police Department. He considers his relationship with the Court excellent. Under the present Judge, the approach to the child and concern for his welfare are much better than formerly.

The principals or assistant principals interviewed at three local junior high schools all spoke favorably of the cooperation of the Court and the probation officers. The assistant principals are responsible for relationships with the Court and the Police (both the Juvenile Bureau and the District Stations). They are invited to Court hearings to testify in some cases. They confer with those probation officers who come in to follow up on their cases, but say the probation officers are "spread too thin" and vary in the quality of their work.

In cases of suspected neglect, assistant principals confer with the attendance officer, school nurse, head counselor, and social worker to pool their knowledge of the child's situation and to decide what steps should be taken. The home is visited, and conferences are held with parents. When the urgency so indicates, the case is referred to the Juvenile Court for possible authoritarian action. In an emergency case of child abuse or neglect, the school can ask the police to take the child to the Youth Guidance Center immediately. Referral to Protective Services of the San Francisco Department of Social Services was not mentioned as a specific alternative in this connection, although some local school authorities listed it among general resources used. The assistant principals and counselors have more problems needing the help of the school social worker than can be handled on the present half-time assignments.

When children return to local schools from the Court schools, every effort is made to assure them a fresh start. Instead of a detailed explanation, the assistant principals and counselors reveal to the teacher only facts related to the safety of those concerned and to the special needs of the child. In most cases, a "fair and square new start" is assured by allowing the teacher to learn of the Court school from the child.

Among the services which should be expanded, assistant principals noted the following: (1) more social worker time to expand home contacts (this means a full-time social worker for each junior high); (2) a more realistic counselor load such as a counselor-student ratio of 1/75 or

1/60 per period (or about half the present load); (3) more Guidance Service Centers to overcome present unserved demand; (4) more psychiatric help available for treatment after the initial evaluation.

Before referring a child to the Court for delinquent behavior (except in sudden emergencies) the junior high schools take several steps which usually include the following:

1. Conferences between the student and his counselor.
2. Student and parent conferences with the counselor to try to work out the problem.
3. Referral of parent to the school social worker or to the probation staff, or to another community agency for help.
4. Brief suspension of the child two or three times.
5. Transfer of child to another school where they try to help him.
6. Finally, if the situation grows worse, the school may have to call the police, who decide whether to admonish, cite, or place the child in custody.

If such a child is a ward of the Court, the school notifies the probation officer who either takes charge or asks the school to call the police. One assistant principal noted that many of the boys and a fair

number of the girls at the school are known to the Court. Two assistant principals also mentioned referring parents to the Juvenile Court for preventive help through family counseling.

Public Elementary Schools

The elementary school included in these interviews was selected as one likely to have had contacts with the Juvenile Court. However, in spite of being located in an area where people suffer various deprivations, the principal has few contacts with the Court or the police.

One 5th grade child truanted several years ago. The attendance officer investigated and talked with the parents several times. Finally, after repeated trancies, the case was reported to the Attendance Supervisor and then to the Court for action. When the child returned from detention, she was assigned to another school.

In 15 years the principal knows of no case of child abuse and does not recall making referrals for dependency or neglect. He refers families with illness to the school nurse who visits them and makes sure the children are being fed and looked after.

A few years ago an example of delinquent behavior occurred when the school was broken into and windows were damaged. The Juvenile Bureau was called and the officers decided whether to refer to the Court. Little of this has occurred recently except some damage by junior and senior high youths. If delinquent behavior does occur among the pupils, the principal calls the parents in for a conference.

Summary

This summary selects those relationships, problems or special services which seem significant in the contacts between the schools and the Juvenile Court. It covers factors related to school programs for children and families with problems often associated with dependency or delinquency.

1. The public schools in recent years have greatly increased the variety of special educational services designed to help children with learning and behavior problems. Emphasis is upon early identification and special services for those at all levels who show learning and behavioral problems.
2. Personnel qualified by appropriate graduate degrees and special credentials perform the special services.
3. The Special Educational Services in some instances are focused on target areas where they reach children and families deprived in ways which often result in low school achievement. Other services can be made available on the basis of individual need, but the volume available at present is not yet equal to the identified need.
4. Schools in institutions and residential treatment centers such as Homewood Terrace, Sunny Hills, and University Mound are taking advantage of special teachers

and programs for the educationally handicapped provided by the public schools. Court wards and dependents placed in these agencies are benefiting from these educational programs, which can be closely linked to individual treatment programs. The Special Services Centers for pregnant girls also demonstrate the value of combining inter-agency cooperative treatment services with the program for the educationally handicapped.

Selected children are also benefiting from these services for the educationally handicapped at Log Cabin and Hidden Valley Ranches and also, to a limited extent, at Juvenile Hall, where, in the spring of 1968 a special program for the educationally handicapped was initiated in space on a balcony above an arts and crafts room.

5. Some supervising probation officers keep in close, regular contact with those in the school system who are informed on the progress, or lack of it of the wards of the Court. Such cooperative supervision could perhaps be extended to all such minors, if a reduction in the caseloads of the probation officer could be effected though at present, some of the probation officers lack the educational qualifications and special skills needed for such cooperation.

6. San Francisco interpretations of the State Welfare and Institutions Code governing exemptions from school are in conflict with the provisions of the Education Code on compulsory education. Related to the truancy laws this conflict is undermining efforts by the schools to serve students over 16 years of age who are low achievers and are known to the Court; it also is hampering supervision of minors by probation officers.
7. Neither probation officers nor school social workers have the time to work with families of minors in placement outside their own homes to try to change bad home situations before the children return to them. A clear need is for a community-wide understanding as to where responsibility will rest for intensive work with these families. It may well belong to the San Francisco Department of Social Services. A decision on responsibility for this function will necessitate increased appropriations to the affected agencies to provide additional social workers and reduce caseloads to a realistic level.
8. School administrators at each level described the need for more social worker time at their schools. In the secondary schools, they also urged an increase in school

counselors to reduce the pupil load of each counselor by about half, thereby increasing the help available to each student.

9. School pupil services personnel say they often do not know which children are in foster home placements and perhaps in need of special school services.

SAN FRANCISCO COUNTY DEPARTMENT OF SOCIAL SERVICES

Introduction

The Department of Social Services of the City and County of San Francisco, like other public welfare departments, administers many types of public social services and assistance programs for needy persons of various ages. Two of its divisions have close working relationships with the San Francisco Juvenile Court and Probation Department and therefore are reviewed here. These are the Family Division and the Child Welfare Division./1/

Current Changes Within the Department

Both the Family Division and the Child Welfare Division have been strengthened by major and rapid changes as the Department has reorganized its structure and services to conform to the 1962 Social Security Amendments. For example, this has meant that the entire agency has expanded during the last four years from 400 to more than 1,200 workers for the purpose of reducing caseloads. This was accomplished while attempting to change from an earlier emphasis on eligibility for grants and special services to a major emphasis on rendering social services.

Now, in 1968 and 1969, the Department is again faced with the necessity of additional and continuing reorganization to conform to the Social Security

/1/ One part of the Child Welfare Division (Protective Services) is so closely inter-related with the dependency system of the Juvenile Court that a separate section entitled The Dependency System reports its services and relationship with the Court.

Amendments of 1967 and the related California State Administrative Standards for Social Service programs. The emphasis continues to be upon social services where needed, as the following statement indicates:

"About 1.3 million families with about 4 million dependent children receive federally-aided public assistance (in the USA). The 1967 Amendments require welfare agencies to design a program of services for each family, based on that family's special circumstances and requirements, in order to assist them 'to attain or retain capability for self-support and care and in order to maintain and strengthen family life and to foster child development'." /1/

One of the directives sent to the county welfare departments in 1968 which is particularly pertinent here reads as follows:

"Each county welfare director shall make provision in the county plan and budget for . . . the following services. . .:

"Protective Services:

For children, to forestall or reduce the need for action by law enforcement agencies, probation departments and courts on behalf of children in danger because they are without parents, proper guardianship or custody, are being abused, neglected or exploited, or are being damaged by the conduct of parents, guardians or custodians, and where indicated to bring child protection problems to the attention of appropriate courts or law-enforcement agencies." /2/

This means that social services of the more intensive type now available to children served by the Child Welfare Division in San Francisco are soon to be made available as needed to the children in families on AFDC and later to other children in similar families. Administratively it means combining Child

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- /1/ U. S. Government Printing Office, "Family and Child Welfare Services in the Social Security Amendments of 1967," leaflet, January 1968
/2/ California State Department of Social Welfare Manual - O, Issue 369, effective July 1, 1968; Section 10-051.22

Welfare and AFDC services into a single organizational unit./1/ According to the State Department of Social Welfare spokesman in this region, this change is required under the new Federal regulations.

For the Juvenile Court in San Francisco it means not only an out-of-home placement agency to serve children who are dependents of the Court, but also a major resource to serve dependents in their own homes and in the homes of relatives, and to work preventively with the families of children in danger of becoming neglected and dependent. It also means an alternative administration empowered to provide emergency shelter care and temporary 24-hour placement for children who cannot remain in their own homes.

The Family Division

The Family Division administers the Aid to Families with Dependent Children program (AFDC) under the Social Security Act and gives some casework services to families. It has several types of relationships with the Juvenile Court and Probation Department.

Services

The required service areas of the Family Division as defined by the California State Department of Social Welfare are as follows:

1. Children in need of protection. This group is broadly conceived to include children who are: (a) living in squalor; (b) ill clad; (c) in need of medical care;

/1/ Ibid, Section 10-201.1

(d) unsupervised; (e) having school adjustment problems or patterns of emotional disturbance.

2. Minors who are self-supporting.
3. Unmarried mothers.
4. Cases of desertion or threatened desertion.
5. Family planning
6. Family members in need of preparation for employment.

As a result of the 1962 Social Security Amendments, activated in 1964 in San Francisco, the social workers give counseling services to AFDC families and develop an individualized plan for each child in such a family. A limited form of protective service is provided as a general service in all units of the Family Division. More intensive protective service is at present the particular function of the Child Welfare Division.

Numbers Served

For the year ending June 30, 1968, San Francisco County served an average of 10,735 AFDC family groups per month, or a total of 37,340 persons, of whom 26,784 were children. The Division certifies families receiving public assistance for the full range of medical services provided by the California Medical Assistance program, known as Medi-Cal. A monthly average of 839 families received limited medical assistance only. The Division also carries many non-assistance cases all of which receive some kind of service.

Structure and Personnel

As of the end of June 1968, the Family Division was organized into 35 supervisory units with a total of 168 social workers. In conformity with State and Federal standards, most workers now have fewer than 60 cases. Workers are required to hold a significant conference with families at least every three months, preferably in the home.

The staff of the Division is composed largely of college graduates. Supervisors now must have a year of graduate social work education with four years of experience, or a master's degree in social work and two years of experience. The Division has the services of four consultants from the Community Mental Health Department who advise units on a rotating schedule.

New workers coming to the Family Division go into mandatory induction training for one month. The training includes material about the Juvenile Court and the Court procedures. Later, when each worker faces a specific Court case, the unit supervisor assists him with the established procedures.

Use of Resources

Family Division workers use the Protective Service units of the Child Welfare Division as a resource for children with severe problems. Since more cases need this service than the present Protective Service units can accommodate, the senior supervisors concerned talk over planned referrals. Family Division workers also use Voluntary Intake of the Child Welfare Division as a resource for children needing out-of-home placement.

The Family Division workers have a continuing exchange of information with local schools on the progress of children in AFDC families. Workers use Form 522, a Confidential School Inquiry Form, each semester to obtain facts on each child's school attendance, citizenship record, test results, scholastic situation, and to invite comments on any problems the child has in school. Often these reports provide early indication of a problem which needs attention.

When working with a family with many problems the caseworker may confer with the school social worker about individual children. He also may ask the public health nurse (Department of Public Health) to make a home visit to assess the situation, review the child's health, and give advice to the parents. For emergency cases of neglect and in cases of abuse, there is a long-time effective arrangement with the Juvenile Bureau of the Police Department. The Bureau is called in crisis requiring quick removal of a child from his home. This includes cases of unexplained absence of the mother, or the sudden hospitalization of the mother. If advance knowledge permits planning, the Family Division worker usually makes some other arrangements for care of the child.

Special Services

Unit 17 of the Family Division (five caseworkers) is an example both of special services to persons with one type of need and of close cooperation with other agencies. The unit provides counseling to pregnant girls and to young putative fathers.

In AFDC Procedural Memorandum #18, subject "Unmarried Minor Mother Cases," dated December 14, 1967, the Division spells out the types of referrals possible for pregnant girls. This memo outlines the services available within the Department through the Child Welfare Division for maternity home placement, and for adoption or foster home placement of the child. It also describes conditions under which referrals for legal assistance may be made to the Juvenile Court, the District Attorney, or the Neighborhood Legal Assistance Foundation. For example, it states: "If the unmarried mother is under 18 years and has no parent or guardian exercising parental control and supervision, a referral may be made to the Juvenile Court."

The Family Division caseworkers provide the basic casework services for the girls served at the five Special Service Centers for Pregnant Girls operated by the San Francisco Unified School District. They counsel the girls and their families in such matters as: (1) the responsibility of the parents and the relatives; (2) continuing education and training for the minor; (3) use of other community resources; (4) financial assistance for the girl herself, if needed, and/or for her baby. In these service responsibilities Unit 17 cooperates closely with the San Francisco public schools, the Department of Public Health, Mt. Zion Hospital, and other community agencies.

Project 278 of the Child Welfare Division provides another example of Family Division participation in an inter-agency service program. This project identified certain neglected children from AFDC families admitted to San Francisco General Hospital during 1967 and early 1968. The children all had a medical problem indicating the need for investigation of the family to

clarify whether the parent provided adequate care of the child. Protective service caseworkers shared each case with the regular AFDC worker for the family. The project developed procedures by which an initial average ten months of protective casework was reduced to six months as a result of early collaborative work with the AFDC workers and return of the case to the AFDC worker's responsibility as quickly as possible. It also developed close cooperative procedures with the Juvenile Court on services for abused or "battered" children. This project was a forerunner of the 1968-69 Federal and State requirement that all counties plan and budget for "protective services for children to forestall or reduce the need for action by law enforcement agencies, probation departments and courts. . ."

Relationship With the Juvenile Court

Family Division workers have three general types of relationships with the Juvenile Court and Probation Department. These involve Family Division services to: (1) dependent children of the Court on AFDC in their parents' or relatives' homes; (2) AFDC families with delinquent children on probation in their own homes; (3) families and children referred by the Family Division to the Court for dependency or neglect.

The relationships with probation officers of dependent children on AFDC in their own homes or the homes of relatives varies in its effectiveness but generally is marked by poor communication. The DSS workers see the need for a closer working relationship with the probation officers on plans for the child and on work with the parents or relatives. The workers report to the probation officers on these AFDC cases and make written reports for each Court

hearing. Some probation officers in the Home Supervision unit do not cooperate closely perhaps because they carry average caseloads of 78 families or 142 children (1967).

In the cases of delinquent children on probation in their own homes, the Family Division works both with the AFDC family and with the child on probation but has little contact with the probation officer of the child. The caseworkers try to keep a close contact with the child's school. They are not asked to submit either written reports or recommendations to the probation officers on these delinquency cases.

In cases referred to Court for dependency or neglect, the Family Division makes written referrals to the Court of families and children for dependency or neglect, but reports that the probation officers and especially the attorneys do not seem to realize a referral is a "last resort" after all other efforts have been exhausted to work with the family while the child is in the home. Often a month elapses before the family is notified to appear for the first hearing. Since a case so severe as to require referral for Court action is not acceptable for Protective Services, the Family Division workers and supervisors often are worried by these delays. They have no alternative, however, except to continue close contact with the family. When the case does come to a hearing, the Family Division workers find they do not clearly understand the new legal procedures. It seems to them that the attorney fails to represent the child's interest at the hearing.

Family Division workers testify in dependent and neglect cases before the Juvenile Court, but are not asked to do so on a consistent basis. Super-

visors think this is because the probation officer usually has conferred in advance with the caseworker or has read the case record at Family Division. The supervisors also say that many caseworkers make poor witnesses because of their inexperience in a legal situation. "They often complain in advance about a family's acute problem, but then hate to testify for fear this may ruin their service relationship with that family."

Volume of Services to Minors Known to the Juvenile Court

The Department of Social Services does not keep statistics on referrals made to the Juvenile Court for dependency and neglect. However, since other social agencies refer many such cases first to the Family Division, it is probably the chief source of social agency referrals to the Court. The Research Unit of the Juvenile Court and Probation Department for the 1967 year reported 377 dependents referred by all social agencies for 21.8 percent of the 1,725 dependents referred. Law enforcement is the largest source, accounting for 40.8 percent of all dependency referrals.

The Child Welfare Division

The Child Welfare Division of the San Francisco Department of Social Services is a major resource used by the Probation Department for out-of-home placement, financial support and social services for dependent and neglected children who have been removed from their own homes temporarily and declared to be "dependent children" of the Court.

Background

In San Francisco for many years all dependent and neglected children of the Juvenile Court were committed for placement and/or casework services to

one of three voluntary agencies: Homewood Terrace (Jewish children); Little Children's Aid, now Catholic Social Service (Catholic children); and the former Children's Agency of San Francisco, later a part of Family and Children's Agency and now Family Service Agency (non-sectarian children).

Following the Dinkelspiel Report (Beisser Study),^{/1/} a new Child Welfare Division in the Public Welfare Department was established in 1950 by Ordinance 5924 (Series 1939).

"Section 1. . . . Confer[ring] on the Public Welfare Department the following duties and functions. The right and responsibility of securing or providing for the care of dependent children and for the treatment of children in danger of becoming dependent, neglected or delinquent in need of such services, provided that nothing herein is to be construed to prevent the Juvenile Court from exercising the jurisdiction in any cases requiring such action.

"Section 2. Children may be assisted by the Public Welfare Department in their own homes or said department may provide or arrange for appropriate care and treatment for children in need thereof outside their own homes. In connection with the care and treatment of children outside of their own homes, said department first must call upon an appropriate licensed private child placing agency engaged in the finding of homes for children and furnishing the necessary placement, care and treatment, and where in an individual case a licensed private child placing agency refuses or fails to render the services needed, said department may use other available resources for such services directly. . ."/2/

The Board of Supervisors, later in 1950, also enacted File No. 5808, "An Ordinance conferring on the Public Welfare Department the right to be accredited

/1/ Report of the San Francisco Committee on Family and Child Welfare Services, 1948

/2/ See Appendix for Ordinance 5924 in full

and approved as an inspection and licensing service for boarding homes for children. . . ."/1/

After 1953, when the new public Child Welfare Division began operation, the Family and Children's Agency gradually phased out its services to dependents of the Court. Later, beginning in 1963, Catholic Social Service also began to reduce the number of dependent children of the Court it would accept, owing to the ever increasing cost of casework and administrative services to these cases.

The result has been a gradual change in the pattern of relationships between the Juvenile Court and Probation Department and the community agencies in the child welfare field. Since 1963, the Department of Social Services, Child Welfare Division, has been receiving most of the new referrals of dependents from the Court, but Catholic Social Service, in early 1968, continued to serve 302 children committed to it, and Homewood Terrace 19. /2/

In 1950, the Public Welfare Department joined a Case Study Committee formed earlier by several voluntary agencies, and the Juvenile Probation Department. The purpose of the Committee was to clarify operating procedures related to the recommendations of the Dinkelspiel Report. In 1953, this Committee completed and distributed a "Manual of Inter-Agency Procedures Concerning Services for Children." The Manual outlined inter-agency referral

/1/ See Appendix for wording of Ordinance 5808

/2/ Homewood Terrace also serves delinquent children

procedures and cooperative services between public and private agencies and between the Public Welfare Department and the Juvenile Probation Department. This Manual remains the basis of the established procedures used in 1968 by the Department of Social Services in Child Welfare Division relationships with the Juvenile Probation Department and the Juvenile Court.

Standards

The important responsibilities of child welfare services for children temporarily, or permanently, out of their own homes, long have been the subject of laws, official regulations, and advisory standards at the Federal, state, and local levels. A few pertinent standards are introduced here to provide a basis for assessing the services in San Francisco.

According to Section 727 of the Welfare and Institutions Code, "[w]hen a minor is adjudged a dependent child of the court, on the ground that he is a person described by Section 600, the court may make any and all reasonable orders for the care, supervision, custody, conduct, maintenance, and support of such minor, including medical treatment, subject to further order of the court."/1/

The Welfare and Institutions Code, in Section 1600, License Required, states:

"No person, association, or corporation shall without first having obtained a written license therefor from the State Department of Social Welfare. . .

/1/ Welfare and Institutions Code, State of California, Section 727

- "a) Maintain . . . any institution, boarding home, day nursery, or other place for the reception or care of children under 16 years of age. . . .
- "b) Engage in the finding of homes for children under 16 years of age, or place any such child . . . for temporary or permanent care or for adoption."

The regional representative of the United States Children's Bureau /1/ who served as child welfare consultant in this study, said that although the dependent child should be subject to the Court in judicial matters, the care of such a child requires social planning and falls for that reason within the area of competence of an administrative agency, public or voluntary. She noted an historical shift in the responsibility for foster care from the voluntary agencies to the Courts and more recently to public agencies which either provide the care themselves or purchase it from other agencies. In California this responsibility has remained with the Court. This may be owing to California's lack of a State agency with supervisory authority over dependent and neglected children and the resulting continuance of county responsibility.

The consultant noted that the voluntary agencies have been pushed back from the field of foster care for lack of funds and have lost their innovative thrust. She said that the community needs to ascertain first the various kinds of child care services it still needs, or needs in increased volume. The community will then be in a position to consider various kinds of encouragement it might extend to voluntary agencies to induce them to supply some of the services still needed.

/1/ Enid Welling, United States Department of Health, Education and Welfare, Regional Office, Social and Rehabilitation Service (Children's Bureau), May 16, 1968

After discussing the several types of emergency services needed for dependent and neglected children /1/ the consultant outlined the types of placement resources a community needs to serve dependent and neglected children.

These are:

Emergency Shelter Care (up to 30 days)

Temporary Foster Care (three to nine months) for:

- infants who will be adopted
- child of a family with illness
- family and child needing temporary and intensive psychiatric care
- others requiring time for a careful diagnosis and a plan which fully involves the parents

Regular Foster Care (limited - up to one year) used to:

- prepare a child to return to his own home
- give him a different kind of family experience
- give time to work with the child's own parents

Special Foster Care for:

- particular types of problems, such as mental retardation
- enabling agencies to work with parents to learn whether they are able to participate in planning for the return of the child
- long term placement if parents cannot move toward resuming parenting

/1/ See chapter on The Dependency System

Group Homes

Family Group Homes

- a family under contract to the agency to provide a specified type of service

Proprietary Group Homes (operated for profit)

- useful if children are placed by a good social agency. (Log Angeles is requiring eight hours of casework a week.)

Institutional Care (time limited) - often includes use of group homes administered as a part of the institution. A differential use of institutions requires availability of such types as:

- those providing residential psychiatric treatment
- those accepting retarded children
- those geared to the needs of teenagers - who cannot accept a family and need more peer relationships

Long Term Foster Care for:

- the child who may be legally free for adoption
- the child who remains until he reaches his majority. The agency enters into a contract with the family to keep him, he moves as the foster family moves; it becomes a quasi adoption with board payments, guardianship perhaps, licensing of home but not regular supervision

Adoption for:

- child legally free for adoption. May include limited subsidy, full subsidy, or other plan

The consultant summarized by saying that the Court should have access to and should think of these varied types of foster care as interrelated resources

to be used in planning for the child's immediate and perhaps long-range care. Each resource except the last two - long term foster care and adoption - should provide for the child's continuing relationship with his own family if possible.

In actual practice, the provisions of the Federal Social Security Act and related California State Department of Social Welfare regulations influence the sources and quality of placement services for eligible cases and the source and amount of money available to serve them. This complex subject may be illustrated by an example, as follows:

For a child to be eligible for the Federal portion of AFDC funds when he goes into out-of-home placement, he must:

- be from a family currently on AFDC
- be adjudicated a dependent child of the Court, and
- be placed by DSS as a public agency, with plans for his return to his own home

Such eligibility means a \$19 a month Federal participation in the costs. However, a State subsidy of up to \$80 per month is available for all children eligible for AFDC while in placement. DSS uses County General Assistance funds to supplement payments for needy dependent children referred to DSS and for those not eligible for any AFDC funds. This means that San Francisco County through DSS is carrying most of the administrative and service costs for needy dependent children in placement. By contrast Federal and State funds cover 75 percent of such costs for children living in their own AFDC families - up to \$148 per month for one child.

Only the Juvenile Court may use the County "Maintenance of Minors' Funds" for needy children placed by the Probation Department who are not eligible

for funds from other sources. Some children whom DSS cannot legally fund are funded by the Court from Maintenance of Minors' funds, even though the children are placed and supervised by DSS.

Services

The Child Welfare Division operates two sub-divisions:

1. Intake and child welfare services for children in their own homes.
 - Children needing these services are referred by their parents through the Division's Voluntary Intake (in contrast to intake via the Court). They may be referred by other agencies, including the Police Department.
 - These referrals may begin with a request for placement but may result in protective services and any other appropriate child welfare services.
 - Homemaker services are being developed for certain of these situations.
 - These cases sometimes require referral to the Juvenile Court.
2. Services to children out of their own homes.
 - These services include licensing of foster homes in San Francisco, placement and super-

vision of children in placement, and adoption services. Placement and supervision services are provided by a staff of 40 social workers organized into eight units. Three new placement units are to be added after July 1, 1968.

The Child Welfare Division provides out-of-home placement services for dependent and neglected children who are declared to be dependents of the Court and are referred to the Department of Social Services. The basic policy is that the Division provides both support (up to \$148 per month) and placement for those children whose families are unable to pay the cost or can afford to pay only part of the costs. It will not provide placement services for children whose parents are able to pay the full cost. Seventy percent of the children in out-of-home placement under the supervision of the Division are dependent children of the Court and 30 percent are voluntary placements.

The Division is not ordinarily involved in supervising those dependent children who remain in their own homes (a few exceptions only); this group is the responsibility of the Home Supervision Unit of the Probation Department. Also considered to be "children in their own homes" are those whom the Court places with relatives (grandparents, aunts and uncles, first cousins); these children are supervised by the Probation Department. The Child Welfare Division holds a different view concerning children living with distant relatives. The Division believes such children are actually in foster home situations and in need of supervision if they have been adjudicated dependents and ordered placed out of their own homes. The Division

usually serves children in placement only, but if one child from a family is in placement and all the other children are judged to be dependent, the Division accepts responsibility for supervision of the whole family.

Court Intake

The adjudication process for dependent and neglected children referred to the Juvenile Court is the same as for children referred under Sections 601 and 602 (delinquent tendencies and delinquency). The detention hearing must be held within 48 hours. The main hearing must be held within three weeks. At the main hearing, if out-of-home placement is to be recommended to the Court by the probation officer, the DSS Court Intake Supervisor sits in at the hearing and accepts the case on behalf of DSS. This relationship is known as "Court Intake."

The Court Intake Supervisor stated that, during 1967, a total of 306 children were accepted through this process for placement out of their own homes by the Child Welfare Division of the Department of Social Services. The number so accepted was the same in 1966. The average number of dependent children of the Court supervised at the end of a month by the Department of Social Services in the calendar year 1967, was 1,646.

For children referred through Court Intake, the Court Order reads: "Committed to the Chief Probation Officer with placement by the Department of Social Services." Under the present agreement with the Juvenile Court, the Department of Social Services does not accept children for commitment as does Catholic Social Service or Homewood Terrace, although recent changes in the

Welfare and Institutions Code permit commitment of dependent and neglected children directly to the Department of Social Services. Sacramento and Los Angeles Counties now receive direct commitments but the San Francisco Department of Social Services has not requested the change. Several current problems discussed below could be eliminated by direct commitment.

Placement

"Placement" by the Department of Social Services includes all of the services which it gives in relation to a child welfare case, such as protective services, counseling services, actual arrangement of placement, and supervision in placement. At the time of the Court hearing, the supervisor of the Child Welfare Division tries to meet the parents and to assure them that a child welfare worker will be working with them and with the child to develop appropriate plans.

The case is immediately assigned to a child welfare worker who tries to help the parents with their feelings about the situation and to involve them in planning for the child. The worker then begins to seek an appropriate facility for the child somewhere within the eight Bay Area counties. The Division does its best to keep the child close to his family and to help them to maintain on-going relationships. However, in some cases the only appropriate placement to meet the child's needs may be farther from his home than is desirable.

When a child shows special problems and is found to need a specialized facility, the Division does its best to locate the type of service needed.

In such cases additional psychological testing or psychiatric evaluation may be required to verify the need for such placement and to meet the requirements of the placement resource. When the child is in custody at Youth Guidance Center, the probation officer must order such tests. Delays are common. The lack of availability of appropriate facilities for some children with special problems causes them to be kept waiting in the cottages at Youth Guidance Center for many months.

Placement Resources

The placement resources needed when workers make carefully individualized placement plans for dependent children should include the full range of types described above by the Children's Bureau consultant. In the following paragraphs, the types of resources in current use are reviewed.

The Child Welfare Division does not now operate any emergency shelter care of its own.

The Division operates some temporary foster homes, called Interim Homes, which it has used chiefly for very young children for periods of up to 90 days. If a permanent placement is expected to be possible within a week or two, the worker tries to avoid moving the child twice and does not use an Interim Home. Children acutely in need of a psychiatric treatment facility cannot be placed in an Interim Home. Because of the continuing shortage of foster homes, Interim Homes often are used as regular foster homes and new Interim Homes must then be found to replace them.

Foster homes are the placement resource most commonly used for dependent children placed by the Child Welfare Division. In December 1967, 1,587 children were in placement in 722 foster homes under the supervision of the Child Welfare Division. The Division recruits many of its own foster homes, although it also uses those recruited by the joint inter-agency organization known as "Jackie." The increase in need in recent years for foster home resources to serve San Francisco children has not been matched by the increase in the number of such homes available for licensing within San Francisco County. The result is a growing use of foster homes in other counties. Use of foster homes in 30 counties in 1967 was reported by the Division supervisor. The proportion of foster homes used by the Department of Social Services which are in San Francisco County declined from 74 percent in 1960 to 58 percent in 1967.

The difficulty in recruiting foster homes in San Francisco County is said by an experienced Child Welfare administrator /1/ in a voluntary agency to be due to two causes:

1. Fewer large dwelling units available in San Francisco than in most cities.
2. The San Francisco Fire Department's fire safety regulations which require two upper floor exits from a home in which foster parents care for children 16 years of age and under. This is stricter than the requirement for homes in which parents care for their own children and can be a particular problem in hilly sections.

/1/ Ralph A. Ross, Executive Director, Homewood Terrace

Licensing - The total number of foster homes for children licensed in San Francisco County by DSS as the accredited licensing service is shown in Text Table AH, below.

TEXT TABLE AH

<u>End of Fiscal Year - June 30</u>	<u>Total Homes Licensed</u>
1963	367
1964	302
1965	357
1966	437
1967	439
March 1968	410

Source: Public Welfare in California, Annual Statistical Reports, State Department of Social Welfare for Fiscal Years 1962-63, 1963-64, 1964-65, 1965-66, 1966-67.

Public Welfare in California, Monthly Statistical Report for March 1968.

The Table reflects variations from year to year and a general increase of 72 homes since 1963. This total does not include foster homes used by the voluntary child placing agencies, such as Catholic Social Service and Homewood Terrace, which issue their own permits (within the State requirements) for homes for children under their supervision. Nor does it include homes certified by the Probation Department for its use pending county department licensing.

Institutions - The term "non-foster homes" is used by the Department of Social Services to refer to a variety of other types of placement resources ranging from small group homes to large congregate institutions. In 1967,

the Child Welfare Division of DSS used 71 of these "non-foster homes." In December 1967, 345 dependent children of the Court were in out-of-home placement in these 71 institutions. They are located in 17 counties of the State from Los Angeles to Mendocino. Sixteen of these institutions were also used during 1967 by the San Francisco Probation Department as resources for placing delinquent wards of the Juvenile Court.

The institutions vary in classification from family homes to children's institutions. They represent a wide range of services from residential treatment centers providing psychiatric treatment, to institutional schools, including family type homes specifically for mentally retarded children.

The Division Supervisor of out-of-home placement reports that the Child Welfare Division needs a greater variety of types of resources both for boys and for girls - and many more of them. The locations of some are satisfactory; others are too far from San Francisco. Distance is a problem for the supervising child welfare worker and it also impedes visits by the child to his own home and his parents. A division supervisor commented that most of the institutions used for placement by the workers are outside San Francisco County. The Division Supervisor is satisfied with the quality of only some of these placement resources. The rates charged are considered high but are paid because the service is essential for the children placed.

Group homes are often used for placing teenage boys or girls. The difficulty the Child Welfare Division workers experience in locating such placements is evidenced by the experience in 1967. Sunny Hills (using some group

homes) received 65 referrals from the Department in 1967 but was able to admit only 11 children. Homewood Terrace (entirely group homes) reported 14 referrals of non-Jewish children from the Child Welfare Division, of whom only two could be accepted. The reasons for not accepting the remaining 12 were as follows: 5 - no vacancy or no suitable vacancy; 3 - unable to serve in an open setting agency (needed a closed institution); 2 - withdrawn because placed elsewhere; 2 - other.

When a social worker tries to get a particular child accepted in a selected resource such as Sunny Hills or the Sacramento Children's Home, he gets all the required psychological, medical and other tests completed, and files the application; then sometimes the child is not accepted or does not fit into the resource and is returned to detention at Youth Guidance Center. Then a new plan must be made and the child experiences another delay.

As indicated in Table 63 below, the average number of children in boarding homes and institutions who receive Aid to Dependent Children has nearly tripled in the past five years, increasing from 828 in 1963, to an average monthly figure of 2,348 in 1967. The average monthly payment per child also has increased from \$88.72 per month in 1963 to an average of \$131.52 per month in 1967. An additional increase should be noted in the one month figure for March 1968, which is reported at \$146.86 per month. Changes in the method of reporting payments for medical care account for some of the variations in the average figures for the different years. The 1968 figures include cash grants only since medical payments are now covered by Medi-Cal.

TABLE 63

CHILDREN IN BOARDING HOMES AND INSTITUTIONS RECEIVING AID TO DEPENDENT CHILDREN AND AVERAGE MONTHLY PAYMENT FOR CARE, SAN FRANCISCO COUNTY, FOR FISCAL YEARS ENDING 1963, 1964, 1965, 1966, 1967

Fiscal Year	Average Monthly Number of Children (1)	Average Monthly Payment per Child (2)
1963	828	\$ 88.72 <u>/A</u>
1964	1,082	93.41 <u>/A</u>
1965	1,890	110.68 <u>/A</u>
1966	2,134	129.16 <u>/B</u>
1967	2,348 <u>/C</u>	131.52 <u>/C</u>
March 1968	2,398	146.86 <u>/D</u>

Source: Public Welfare in California, Annual Statistical Reports, State Department of Social Welfare for Fiscal Years 1962-63, 1963-64, 1964-65, 1965-66, 1966-67.

Public Welfare in California, Monthly Statistical Report for March 1968.

/A Includes medical care payments

/B Includes medical care payments for three-fourths of the fiscal year (until March 1966)

/C Includes 28 receiving medical assistance only (hospitalized)

/D Cash grant only

In the 1967 fiscal year, the amount of subsistence expenditures for San Francisco AFDC children in boarding homes and institutions was \$3,662,482. Text Table AI indicates the relatively small proportion of these funds received from Federal sources as compared with the approximately 58 percent from County sources.

TEXT TABLE AI

<u>Source of Funds</u>	<u>Amount</u>	<u>Percent of Total Amount</u>
<u>Total</u>	<u>\$3,662,492</u>	<u>100.0</u>
Federal	123,585	3.4
State	1,405,905	38.4
County	2,133,002	58.2

Source: Public Welfare in California, Annual Statistical Report, State Department of Social Welfare for 1966-67.

The average monthly number of children in boarding homes and institutions for whom payments were made directly by the Department of Social Services from County funds in 1967 was 156 out of the 2,348 average total number of children. The average amount of payment for these children from County funds in the same year was \$134.25, which is slightly higher than the \$131.52 payment for the AFDC children in 1967. The San Francisco Department of Social Services is responsible for the support of all San Francisco children eligible under Aid to Dependent Children who are in placement in boarding homes and institutions regardless of whether they have been declared dependents of the Court or delinquent wards of the Court. However, the Child Welfare Division of the Department is only one of the several child placing agencies used by the San Francisco Juvenile Court.

Some of these AFDC children, primarily delinquents, are placed and supervised by the Probation Department itself.

Relationship With the Probation Department

The relationship of the Child Welfare Division of DSS with the Juvenile Court and Probation Department is primarily as a resource for providing out-of-home placement and related social services for children declared to be dependents of the Court. The children are committed to the Chief Probation Officer for supervision and are then referred to the Department of Social Services for out-of-home placement. Other relationships concern children legally freed by the Court for adoption and the responsibilities of the Division for licensing foster homes for children. There were no evidences of problems in these latter relationships.

The first area of sensitivity in relationships stems from the basic policy of committing dependent children to the Chief Probation Officer for supervision and then referring them to the Department of Social Services for placement. This policy is in contrast with the Court practice of committing dependent children directly to such agencies as Catholic Social Service and Homewood Terrace for placement and supervision. Both the probation officers in the Agency Supervision Unit and the supervisory staff of the Child Welfare Division expressed the opinion that services to children placed by the Child Welfare Division could be rendered more efficiently if commitment by the Court were made directly to the Department of Social Services. Appropriate reports at the time of annual hearings and other special hearings could be made just as effectively as under the existing arrangement.

During 1967, the supervisory level workers of both agencies participated in meetings of the Inter-Agency Case Study Committee at which a carefully documented written proposal for direct commitment to the Department of Social Services was drafted. Since the administrators of the two departments do not participate on this inter-agency committee at present, they were not involved in this planning. The proposal was submitted to the Chief Probation Officer by his representatives on the Committee, but nothing further has been heard of it from the Probation Department administration. Neither the manager of DSS nor his director of social services helped prepare the proposal. Both said that they had not had any conferences with the present Chief Probation Officer since he assumed his position. The director of social service programs has telephoned to request conferences with the Chief Probation Officer but no date has ever been set.

The supervising probation officer of the Agency Supervision Unit of the Probation Department and several of the probation officers in that unit question the validity of the assignments they now carry in relation to dependent children in placement who are supervised by the Department of Social Services, Catholic Social Service, Homewood Terrace, and a few other placement agencies. They see this as a duplication of professional effort and believe the arranging of reports at the time of the annual review of children in placement could be scheduled by a clerical worker. Technical advice on complex cases could be provided to the placement agencies by a probation officer assigned at the time a problem arises. In 1967, the average caseload per probation officer in the Agency Supervision Unit was 212 families or 343 children. Caseloads of this

size are possible because most cases are dormant in the Unit (though not in the supervising agency) except in the weeks prior to annual review. Ongoing supervision of the placed child and preparation of reports actually are carried by the placement agency except for the final preparation for the Court hearing.

A second area of sensitivity in relationships concerns the dependent children placed in the homes of relatives. These children are declared to be dependents of the Court, are ordered removed from their own homes, and placed in the home of a relative. In the home of a relative, they are considered "in their own homes" and are therefore supervised by a probation officer from the Home Supervision Unit. Should they instead be considered in foster home placement and be referred for supervision to the Department of Social Services or some other placement agency? Supervisors in both the Family Division and the Child Welfare Division of the Department of Social Services question the soundness of the Juvenile Court and Probation Department definition. They cite the problems that arise as a result of friction between the child's parents and his relatives.

Probation Officers note problems caused by the small aid payments (\$47 to \$68 per month) for children in relatives' homes whose parents or relatives cannot afford to support them financially.

The process of referral of children declared to be dependents of the Court takes place at the Court hearing, with the Court Intake Supervisor of the Department of Social Services playing the role of liaison officer between the two agencies. There are no written procedures in current force to guide the referral process. The Court Intake Supervisor states that referrals are based on

clear understandings of procedures, but that written procedures would be desirable. The Division supervisors explain that the "clear understandings" are based on the Manual of Inter-Agency Procedures developed and distributed in 1953, and now in need of revision.

The working relationships between the Department of Social Services case workers and the Juvenile Court and probation staff are reported by workers of both agencies to have become more difficult since the advent of Legal Aid attorneys and the addition of advocacy procedures to the Court hearings. The Court Intake Supervisor identifies a philosophical conflict which seems to underlie this problem. Some of the attorneys make a strong case for the "sacred rights of the mother-child relationship," arguing that the child should be kept with the mother in practically every situation. The social workers, on the other hand, may be appearing as witnesses in favor of the child's interests.

A case cited as an illustration was one in which a mentally ill mother was unable to provide for the child's needs. The case had been referred to the Court as a last resort because placement seemed to be urgently required. Some of the social workers appearing as witnesses expressed alarm at the lack of provision of an attorney to use his advocacy skills in defense of the child's rights. At present it is too easy for an attorney using his advocacy procedure to put both the social worker and the probation officer on the defensive and at a great legal disadvantage. These problems may arise at the original main hearing concerning a child's initial placement, and also at subsequent

hearings concerning a needed change of placement or at the annual renewal of placement.

Both the probation officers who were interviewed and the supervisors in the Child Welfare Division of the Department of Social Services reported a general lack of written procedures on which to base their relationships in connection with detention of a child at Youth Guidance Center, placement, change of placement, and annual renewal of a Court order for placement. Nevertheless, most of the supervisors in both departments consider that there are clear understandings in regard to such procedures. A few supervisors indicated, however, that there are neither written procedures nor clear understandings with respect to detention and placement procedures.

The interviews with individual probation officers provided evidence of quite imperfect "clear understandings." Examples summarized from probation officer interview schedules follow:

- A general lack of understanding and definite misconceptions by other agencies and departments about the Juvenile Court and Probation Department's purpose and function;
- The absence of any policies, agreements, or administrative guidelines for inter-agency communication;
- Excessive staff "turnover" in the Department of Social Services, making communication with that Department particularly difficult;

- Poor relationships and competition between the director of the Department of Social Services and the Juvenile Court Judge, causing problems for probation officers working with the Department of Social Services.

When the probation officers were asked for suggestions for solving the above problems, some considered them insurmountable, but others made the following suggestions:

- Develop policies and administrative guidelines for probation officers' work with other agencies and a manual to assist them. For example, clarify responsibilities of the schools, the police, Department of Social Services, and the Probation Department in relation to the minor, and avoid the current tendency of the departments to refer back and forth instead of assuming their own responsibility.
- Appoint an Assistant Chief Probation Officer to develop relationships with other agencies and do necessary follow-up within the Probation Department, such as developing contracts with agencies, preparing a manual, directing in-service training on agency relationships.
- Arrange more planned relationships with agencies, such as joint staff meetings to exchange information about operations and requirements.

The significance of these comments in relation to the Department of Social Services is evident when it is noted that the probation officers, when asked to list the agencies with which they most frequently work, named the Department of Social Services 65 times. No other agency was named as many times.

Supervisors in the Child Welfare Division note the importance of relationships with the Probation Department while children are detained at the Youth Guidance Center in the shelter cottages awaiting placement. Child welfare case workers usually are notified promptly when it is clear that a child will be going into out-of-home placement. Favorable relationships between DSS workers and probation staff are reported for children who have obvious mental illness or problems of emotional disturbance requiring prompt transfer to McAuley Neuropsychiatric Clinic for treatment. Such arrangements are accomplished quickly and satisfactorily with costs met from Short-Doyle funds for those who are public charges. The Division workers are satisfied that such transfers are made whenever they are needed.

Another aspect of the Division case workers' relationships with the Probation Department is less satisfactory. This is the lack of clothing and medical care during the period children are detained in the shelter cottages. The Juvenile Hall has not been able to meet the need for clothing, except by using garments provided by volunteers. The \$67.50 allowance for clothing becomes available only when the child is placed initially in a foster home or an institution. Children outgrow shoes quickly. The case workers report that lack of adequate clothing causes embarrassment and loss of self esteem for the child when he goes to visit new foster parents or an institution.

The lack of medical care has meant that children leave Youth Guidance Center for placement with lice in their hair or with communicable diseases which have not been treated. The addition of a pediatrician to the medical staff in 1968 is explicit to improve medical care.

Relationships Between the Department of Social Services and the Probation Department Relating to Financial Support

The responsibility of the Department of Social Services to provide financial support for children whose parents are unable to pay child care costs while their child is in placement carries with it potential areas of friction between the two departments. Within the Department of Social Services, the regulations regarding transfer of AFDC payments when dependent children go into boarding homes and institutions and the necessary transfer back when the children return to their own homes, are well understood.

In the case of delinquent wards placed by the Probation Department, these repeated transfers present problems to both agencies. The probation officers in the Placement Unit find the paper work an annoyance. For years DSS has had a problem trying to get the Court to report changes of location of delinquent wards who are funded under AFDC. The Court never accepts this responsibility, although it is important to DSS in carrying the financial responsibility for these children.

The Department of Social Services must receive all referrals for AFDC funding for dependents or delinquents from the Court rather than from a placement agency or institution. This applies to dependent children who are removed from a foster home under Section 601 (pre-delinquent) or 602 (delinquent)

and also to the delinquent wards when moved from one placement to another or when returned home. Boy Intake of the Probation Department appears to feel no responsibility to report such cases either to Agency Supervision in its own Department or to other agencies which have been supervising the children in foster homes or to DSS when AFDC children are transferred. There is always danger of over-payment of AFDC in the old placement or delays in payment to the new placement. The delays can cause serious problems for mothers or foster mothers. DSS is exploring whether it should require a "demand letter" from the Court monthly as it does from other placement agencies.

Rates for institutions used by both the Court and DSS for placement of children are also an area of potential friction. Institutional rates are established annually by the San Francisco County Controller for those institutions used by the Juvenile Court under the Maintenance of Minors Fund. DSS respects these rates when it places children in institutions in which the Probation Department has also placed children, but the Social Service Commission establishes the rates for institutions not used by the Court.

Many institutions joined in working out the "Sunny Hills Formula" with the San Francisco Controller's Office. One result was that last year the ceiling on the cost of rehabilitative care for emotionally disturbed children in institutions was removed. This had no effect, however, on the ceiling the San Francisco Controller's Office still set on the cost of care for emotionally disturbed children placed in foster homes for the Court. DSS does not observe this ceiling for foster homes.

OTHER COMMUNITY RESOURCES FOR CHILD PLACEMENT

In providing for the care, supervision, and treatment or rehabilitation of children declared to be dependents of the Court or delinquent wards of the Court, the San Francisco Juvenile Court and Probation Department rely upon many different community resources. Included are a variety of public and voluntary agencies, foster homes and institutions in San Francisco and in other parts of California, some of which the Court uses regularly and others only occasionally. In this section, the volume of need for out-of-home placements is summarized and the sources of supervision are reviewed in relation to the standards suggested by the consultant /1/ from the Children's Bureau. The five local agencies selected for interviews in this study are used regularly as resources by the Juvenile Court.

Volume of Need

Text Table AJ below, gives the average number of dependents supervised at the end of each month in 1967 and Text Table AK the average number of delinquents. These two text tables also indicate the whereabouts and the sources of supervision of both dependent and delinquent wards of the Court. At the end of a month, 354 delinquent wards, on the average, were in placement facilities, an additional 88 were in ranches, and 107 were in temporary custody, while 2,049 dependents of the Court were in placement, 50 were awaiting placement, and 10 were in temporary custody in Juvenile Hall. In the case of dependent

/1/ See above under Child Welfare Division

children, probation officers working in Children's Division, Home Supervision Unit were supervising in their own homes or the homes of relatives an average of 859 children, as compared with 1,646 out of their own homes under supervision of the Department of Social Services, and 343 under supervision of Catholic Social Service, with smaller numbers supervised by various institutions or State hospitals. The Probation Department, Children's Division - Agency Supervision Unit, also gives nominal supervision to the 2,049 dependent children supervised by community agencies.

TEXT TABLE AJ

<u>Location of Children</u>	<u>Number Supervised</u>	
	<u>Children</u>	<u>/a Families</u>
Total	<u>2,908</u>	<u>1,770</u>
Supervised in own or relatives' home by probation officer	859	489
Supervised in placement facilities by:	2,049	1,281
- Department of Social Services	1,646	1,050
- Catholic Social Service	343	186
- Private Institutions	54	44
- State Hospitals	6	1
<hr/>		
<u>/a</u> An average of approximately 50 of these children were awaiting placement and 10 were in temporary custody in Juvenile Hall at the end of each month.		

Source: San Francisco Juvenile Court, Research Unit, 1967

Similarly, in the case of delinquent wards of the Court, the Probation Department itself was supervising 1,463 on the average at the end of each month, as compared with 354 in placement either in foster homes, under supervision of the Probation Department's own placement unit, or in institutions and State

hospitals under the direct supervision of those institutions, but also under secondary supervision by probation officers of the Placement Unit. Also 131 boys were either under Probation Department supervision at Log Cabin or Hidden Valley or had been graduated from one of these institutions and were under continuing supervision by probation officers in the child's own home. No such facility (resident or day) is available for delinquent girls within the San Francisco Probation Department.

Delinquent children under the supervision of the Placement Unit of the Probation Department, whether placed in foster homes or in institutions or residential treatment centers, were characterized by the probation officers of that Unit as boys or girls who have usually had a year, or at least many months, in home supervision, usually as delinquent wards of the Court, but sometimes as dependent children of the Court. These are boys and girls who have been "failures" under home supervision; they have therefore been brought into the Court for a new hearing which has resulted in a Court order for out-of-home placement. They are often severely disturbed children who require specialized services in placement.

TEXT TABLE AK

<u>Location of Children</u>	<u>Number Supervised</u>		
	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
<u>Total</u>	<u>2,098</u>	<u>1,585</u>	<u>513</u>
In own or relatives' home	1,463	1,124	339
Away from their own home	635	461	174
In Placement Facilities	354	217	137
Foster Home	169	77	92
Institutions	179	136	43
State Hospitals	6	4	2
In Camp program	131	131	---
Ranches	88	88	
Graduates at Home	43	43	
In Juvenile Hall	150	113	37
Awaiting Placement	43	24	19
Temporary Custody	107	89	18

Source: San Francisco Juvenile Court, Research Unit, 1967

Types of Placement Resources

For all children in out-of-home placement, whether dependents of delinquents, the community needs, in necessary quantity, the basic types of placement resources outlined above by the consultant from the Children's Bureau./1/ All of these resources must provide the child with such basic needs as daily care and supervision, effective educational experiences, and medical care as required. They should be focused not only on improving the child's adjustment to the community and his social behavior in the community, but also on readying him for successful return to his own home in his own neighborhood. This last major objective of placement also involves social casework with his

/1/ See above under Child Welfare Division

parents and family group while he is in placement, so that he can return to a home environment better able to sustain his developmental needs.

Probation officers and child welfare supervisors of the Department of Social Services and other child placement agencies all agree that there is a serious shortage of placement resources for both dependent and delinquent children. Both the supervising probation officer of the Placement Unit and the supervisors of the Child Welfare Division cited a critical need for more foster homes in the Bay Area within a thirty mile radius of San Francisco. The consultant from the Children's Bureau stated that a good uniform system of differential diagnosis is needed before a community can summarize the volume of its various special problems in child welfare services. No systematized reporting of differential diagnoses was found in the San Francisco agencies although workers are attempting to differentiate individual needs with care and to match them with placement services, if possible. A summary of the placement resources currently in use follows, by type of resource.

Foster Homes

The Probation Department, Placement Unit, on the average had 169 delinquent wards placed in foster homes at the end of each month of 1967. The Department of Social Services, Child Welfare Division, reported 1,587 dependent children in foster homes at the end of December 1967.

The criteria used by the supervisor of the Placement Unit of the Probation Department for selection of a foster home are the same as those used by the Department of Social Services, which licenses foster homes, namely, adequate

plant able to pass fire inspections, adequate family income, widow or couple able to pass health examinations.

Other criteria relate to the suitability of the home for meeting children's needs. Probation officers try to find foster parents who in addition to raising their own family, have had professional experience with children. This is considered important because children placed by this unit are difficult, disturbed children. The rate available to pay for foster home care is considered too low to command the professional quality of foster parent which is desirable. However, the rate is competitive with that paid by other agencies and counties in the Bay Area.

The Probation Department experiences great difficulty in locating foster homes in San Francisco and therefore places children in foster homes in 15 different counties, including all the Bay Area counties and others as remote as Nevada, Butte, Fresno, and Tulare.

Probation officers report certain advantages in foster home placements outside of San Francisco, including:

- removal of the child from the neighborhood of his home
- meeting of new friends
- a new start in school
- better schools (in some instances)

The probation officers also report disadvantages in use of foster homes outside of San Francisco, including:

- too remote from resources such as psychiatric clinics
- requires too much supervisory travel time
- requires developing contacts with a different school district
- increases problems in the case of a medical emergency or need for hospitalization
- creates feeling in parents that child is too far away and arouses fear his affections will be stolen by foster parents

The Department of Social Services also experiences increasing difficulty in locating foster homes in San Francisco for dependent children and in 1967 reported that only 58 percent of its foster homes were located in San Francisco. Child Welfare Division supervisors are not satisfied with the quality of treatment provided. They rate some foster homes as excellent, some average, and some poor. The Division conducts not only a recruitment but also a training program for foster parents. A senior supervisor in the Child Welfare Division could see no advantages in the use of foster homes outside of San Francisco for dependent children and listed as important disadvantages the detrimental effects on supervision and the difficulty in arranging visits by parents.

Some delinquent children placed by probation officers are in the same foster homes as dependent children placed by the Department of Social Services. Probation officers have not found this to be a serious problem in existing cases. However, the administrator of the Child Welfare Division, Department of Social Services, stated that it is not considered good practice, either to have two agencies using the same foster home, or to have children adjudicated under Section 600 mingled with those adjudicated under 601 or 602. The Probation Department may certify a foster home temporarily for its own use but is

expected to refer it to the Department of Social Services for licensing. Licensing of a home used in another county is the responsibility of the County Welfare Department of that particular county.

All those interviewed agreed that San Francisco has more problems than other counties in getting fire clearances for foster homes because of the requirement that there be two exits from the upper level of a house sheltering foster children 16 years of age or under. Probation officers in the Placement Unit find this a serious problem for children whom they particularly wish to place in San Francisco.

The five year summary of the total number of licensed foster homes in San Francisco County is presented in Text Table AL. It reveals annual fluctuations but an overall increase of approximately 70 foster homes in the five-year period.

TEXT TABLE AL

<u>End of Fiscal</u>	<u>Total Homes</u>
<u>Year - June 30</u>	<u>Licensed</u>
1963	367
1964	302
1965	357
1966	437
1967	439
March 1968	410

Source: Public Welfare in California, Annual Statistical Reports, State Department of Social Welfare for Fiscal Years 1962-63, 1963-64, 1964-65, 1965-66, 1966-67.

Public Welfare in California, Monthly Statistical Report for March 1968.

Catholic Social Service of San Francisco

Catholic Social Service of San Francisco, a child placing, social service agency, is listed both by the Juvenile Court and by the Department of Social Services as a placement resource. It is the only agency on either list without a residential facility. Catholic Social Service has a long history as a voluntary child placing agency to which dependent and neglected children of the Juvenile Court have been committed. This service has extended over a period of more than 60 years. The volume of service carried by this agency has declined gradually since the adoption by San Francisco City and County of Ordinance #5924, which conferred upon the Public Welfare Department duties and functions in connection with securing care for dependent and neglected children. This gradual decline in volume of service has occurred not because of the intent of the Ordinance, but because the increasing cost of services to dependent and neglected children forced Catholic Social Service to reduce intake.

Catholic Social Service enters into a contract both with the Department of Social Services and with the Juvenile Court to provide care at a specified rate based on the per capita cost for the previous calendar year, as provided in Ordinance 9439, of the City and County of San Francisco. The agreement states in part:

" . . . The Controller of the City and County of San Francisco has determined that the amount payable to you during the period ____ through ____, for each child placed in your care for support and maintenance in foster homes or institutions during the said period will be based on the rate of \$ ____ per month. Consideration will be given to reviewing this rate (within the maxima provided in Ordinance 9439) at any time before the end of the fiscal year if said rate is determined by the Controller to be working a hardship on either party."

The Board of Supervisors (through the Maintenance of Minors Fund (makes monthly payments of \$129 per child for support and maintenance of the 198 children placed by Catholic Social Service in foster homes, as shown in Text Table AM. The same source also provides maintenance based on established rates (often with AFDC) for the 35 children in institutions. An allowance of \$10 per month for each child in foster care is authorized by the Welfare and Institutions Code and paid by the City and County of San Francisco to help meet the cost of administrative and supplementary services. It falls short, however, of covering the cost of administering the program and provides no funds to pay for such items as homemaker service, counseling and casework. Recently, the agency has requested an increase in the monthly allowance to \$38 to cover supervisors' and caseworkers' salaries only. The matter is under negotiation.

Prior to 1962, Catholic Social Service accepted all Juvenile Court and DSS referrals of Catholic children who were dependent or neglected. However, during that year, due to increased costs of operating the service, it became necessary to reduce intake. At the end of December 1962, there were 708 Court committed children receiving care. On December 31, 1967, there were 292 such children under care. Only one new case was accepted during the first three months of 1968. Very few of the children in foster homes were eligible for AFDC funds before placement.

Text Table AM indicates that Catholic Social Service offers a variety of types of foster care. In addition, it provides social services including casework for children and parents, counseling to unmarried mothers, some

financial assistance to children, out-patient psychiatric services as needed by children in foster homes, grouptherapy, and tutoring.

TEXT TABLE AM

<u>Type of Care</u>	<u>Number of Children</u>
<u>Total</u>	<u>292</u>
Own Home - committed for case-work service	40
Adoptive home	4
Free foster home	2
Relatives' homes - committed for casework	4
Relatives' homes - with maintenance from DSS	2
Institutions (33 with maintenance from DSS)	35
Elsewhere	7
Foster homes	198

The San Francisco director of Catholic Social Service reports that the development of foster home resources in an urban community is usually a problem in relation to the need for such homes. In the East, several large cities also have found that they must go outside the urban area itself for about 50 percent of the needed foster homes. The need in foster homes at present is for a greater variety of types of care in order to serve children with specific special needs. She believes that it is the responsibility of placement agencies to develop foster parents appropriate to these special needs, by intensive work with them on the type of role that is required to serve the particular child.

If adequate funding were available, the agency would welcome the opportunity to extend services to more children. The agency believes it is impor-

tant for voluntary agencies to have a role in rendering child welfare services. If community leadership agrees that the private sector should have a significant role in the care of children, then this agency suggests that some way be found to make its continued participation financially feasible. This would mean that service costs must be met as well as subsistence costs.

In summary, the foster home resources for services to both dependent children and delinquent wards of the Court are deficient in number in relation to the need. The result is that the Placement Unit of the Probation Department (for delinquent wards) and the Child Welfare Division of the Department of Social Services (for the dependent children) must recruit foster homes in counties surrounding San Francisco or even farther away. This necessitates additional time for supervision and impedes the task of strengthening the child's relationships with his natural parents.

Neither the Probation Department nor the Department of Social Services is satisfied with the quality of treatment provided in many foster homes presently in use. Both the Children's Bureau consultant and the San Francisco director of Catholic Social Service also emphasize the importance of differential diagnosis and related individualized use of placement resources to serve children with specific special needs. The latter points to the need for intensive staff work with foster parents on the type of role required to serve a particular child. Improvement in the quality of foster homes as a placement resource will require these additional efforts in San Francisco.

Institutions and Related Resources

The San Francisco Juvenile Court and Probation Department have contracts in the fiscal year 1967-68 with 32 institutions and child placing agencies. An analysis of these resources which appears in the Appendix, gives the following information for each of these institutions: name of agency; location by city and county; the licensing agency if any; auspices (public, non-profit, proprietary); sex and age of children served; capacity and the rate established for placement of San Francisco County children. This list includes 31 shelter care facilities and one child placing agency (Catholic Social Service). Two of the shelter care agencies, the Albertinum and Lucinda Weeks School, are either already closed or are about to close. Not listed is Charila Foundation, a newly established San Francisco group home with psychiatric service, capable of serving a total of eight girls.

Location

The child caring institutions are scattered throughout the State of California from as far north as Colusa County to as far south as Los Angeles and Riverside Counties.

Licensing

Twenty-three of the institutions are licensed by the State Department of Social Welfare only. One - Fred Finch Children's Home - is licensed by both the Department of Social Welfare and the Department of Mental Hygiene. Four are licensed by the Department of Mental Hygiene only, two for the mentally retarded and two for the mentally ill in short-term care. Four facilities do not come under any licensing jurisdiction; three of these are county camps

established by a county board of supervisors under Section 881, and one, the San Francisco Boys' Home, is for boys 16 years or older and therefore requires no license./1/

Auspices

Twenty-three of the institutions are non-profit (voluntary); five are proprietary; and three are public.

Sex and Age

Fourteen of the institutions are for boys only, seven are for girls only; and eight are for both boys and girls. Three of the homes for girls only are maternity homes. The sex of the children accepted for care was not specified for two institutions licensed by the Department of Mental Hygiene. There is considerable variation in the ages of children cared for by these agencies. The youngest accepted is 5-1/2 years, and the oldest is 17 years. Most of the institutions licensed by the Department of Social Welfare indicate the top age as 16 years because the licensing jurisdiction does not extend above that age.

Capacity

The licensed capacity of these institutions ranges from six (Children's Garden) to 235 (St. Vincent's School for Boys). In the case of the County camps and the institutions licensed by the Department of Mental Hygiene, the number under care is shown, but not the capacity.

/1/ Only institutions caring for children under 16 years of age are subject to license.

Rates (Financial Support)

The rates shown in the Appendix table are those contracted by the Juvenile Court with the institution from the Maintenance of Minors' Fund for the 1967-68 fiscal year. Some have been revised upward during the year. The range in rates is from \$90 per month (Camp Owen) to \$560 (the revised rate) for Clearwater Ranch. Most of the congregate care institutions which care for children without marked behavior problems, are operated under Catholic auspices and appear at the lower end of the rate scale. The residential treatment centers generally have the highest rates.

It should be noticed that Catholic Social Service of San Francisco is the only agency on the list of institutions which is a child placing, social service agency without also being a residential facility. The rate quoted (\$129) per month is lower than the average board rate for children in foster homes as reported by the Department of Social Services./1/

The Court issues payment orders to families able to pay full or partial costs of child care. Payments from parents go into the County General Fund./2/

The Department of Social Services, Child Welfare Division, also uses a variety of institutions, group homes and residential treatment centers for the placement of the dependent children referred to it by the Court for out-of-home placement.

/1/ See above - Department of Social Services, Child Welfare Division

/2/ See chapter on the Probation Department, "Collections," pp. 287-288

The list of "non-foster homes" (see Appendix), used by the Child Welfare Division for placements during 1967 included 72 resources, of which 16 were also listed as placement resources by the Placement Unit of the Probation Department, in 1967. Of those requiring licensing, nine were licensed by the State Department of Social Welfare, and 28 by the State Department of Mental Hygiene.

These resources were classified in seven major categories as follows: nine Children's (or Congregate) Institutions; four Group Homes; three Resident Facilities; 24 Family Homes; six Children's or Residential Treatment Centers; four Nurseries; one Resident School. One institution and two of the residential treatment centers also operate group homes.

Reported capacities ranged from two to 235 children with four between 120 and 235 (three of these are large Catholic institutions of which one expects to close soon); four between 50 and 100; seven between 25 and 49; five between 10 and 24; 29 for six or less. For 18 others capacity was not reported.

With respect to age and sex, 33 accept children of both sexes; 12 take males only; six females only. Ages usually range from six to 16 years. Some serve children up to ages 12 or 13. One serves unmarried pregnant girls only. Three serve mentally retarded crib cases only. One serves mentally retarded adult males only.

Reported monthly rates range from \$130 to a top of \$782 for certain cases at a children's treatment center. Except for this one unusually high

rate, the top rates reported by four institutions ranged from \$450 to \$625.

Six of the seven probation officers interviewed in the Placement Unit were not satisfied with the number of institutions and treatment centers available for placement of delinquent wards. Five of the seven objected to the distant location of many of the resources.

Four of the seven were satisfied with the quality of treatment provided for the children placed. Others expressed concern over the large numbers requiring placement and the need to use institutions with rates too low to provide the number or quality of social service staff essential to proper service. One said that the numbers of children are so large, the need for treatment so urgent, and the lack of appropriate centers so great as to make the success of probation unlikely.

Particularly serious is the lack of placement resources for delinquent girls. One probation officer commented: "San Francisco desperately needs a girls' ranch." Another particularly cited the need for group homes and a residential treatment center for teenage girls.

The Child Welfare Division supervisors of DSS are dissatisfied with the number of institutional resources available for placement of dependent children of the Court, indicating they lack the variety needed for differential placement. They are satisfied with the location of only some of the resources. They are generally dissatisfied with the quality of treatment provided in many of the resources and continually try to place children in a certain few high quality resources (often without success).

Rates are considered high by both departments but San Francisco County pays them to secure necessary services for the children.

The initiative and care used by the probation officers in locating and arranging contracts with placement resources in other counties (especially Southern California) have been helpful to the child welfare workers in the Department of Social Services who now use several of these resources. This explains the over-lapping in the two lists.

Examples

Four examples of institutional resources used by the Juvenile Court and Probation Department for placement of delinquent wards and/or by the Court or the Department of Social Services for placement of dependents of the Court were included in this study (Text Table AN). All operate as voluntary agencies. Two are large child care institutions affiliated with the Catholic Archdiocese of San Francisco. One is a child care agency operating group homes; it is affiliated with the Jewish Welfare Federation of San Francisco, Marin and the Peninsula. The fourth is a residential treatment center for adolescent boys and girls. One serves delinquent girls only; three serve dependents and delinquents. All are affiliated with the United Bay Area Crusade. One serves boys only; one girls only; and two serve both sexes.

TEXT TABLE AN

<u>Four Sample Insti- tutions Interviewed</u>	<u>Licensed Capacity</u>	<u>Ages</u>	<u>1967-68 Monthly Rate</u>
Convent of the Good Shepherd	100	12-16	\$408
Homewood Terrace	44	6-16	278
St. Vincent's School for Boys	235	6-16	210
Sunny Hills	68	10-16	470

See Appendix, "Agencies and Institutions with Contracts with the San Francisco Juvenile Court to Provide Maintenance of Minors, Fiscal Year 1967-1968"

Services for Court Children by Four Institutions Interviewed:

- All four agencies give counseling services to the children in placement;
- Two give counseling services to families of these children;
- Two give supplementary financial support for children placed in foster homes who require better quality of treatment than is available at the County rate;
- Two also give such support briefly for some young adults in "after care" (living independently);
- All provide medical-dental services for children;
- All give or secure psychological testing as needed;
- All secure psychiatric consultation as needed;
- One gives psychiatric day care in a special school;
- Two contract for psychiatric out-patient care in selectec cases;
- Two operate treatment oriented group homes;
- One gives adoption services to older, hard-to-place Jewish children;
- All provide special remedial classes in reading and arithmetic; three in vocational courses;
- Three operate classes for the educationally handicapped, in cooperation with a public school district;
- Two operate intra-mural schools (attendance 165 and 89 respectively);
- Two operate intra-mural schools for selected children (attendance 25 and 8 respectively);
- Three are not satisfied with the degree of individualization provided for children who attend school in the community.

Agreements, Contracts and Procedures with the Court as Reported by Four

Institutions

- Two reported the annual rate agreement as the formal contract;
- Two reported no formal agreement in writing;
- One reported its own intake policy as a written procedure;
- One reported no written procedures governing its relationships with the Court;
- Two reported clear procedures with respect to six specified steps in work with dependent children (one serves no dependents);
- Four reported clear procedures with respect to three specified steps in work with delinquent children;
- One indicated unclear procedures with respect to the handling of the case of a dependent when a delinquency charge is filed;
- One reported working out problem procedures by conference with probation officers in the Placement Unit - "get fine cooperation."

The number of dependent children referred by the Court or the Department of Social Services to the four institutions in 1967 is compared in Text Table AO, with the number each was able to accept. Similar comparisons with respect to delinquent children are shown in Text Table AP. The Court commits Jewish children directly to Homewood Terrace. The Department of Social Services refers children to Homewood Terrace under Ordinance 5924, Section 2, quoted above.

TEXT TABLE AO

<u>Agency</u>	<u>Referred by Court or DSS</u>	<u>Accepted in Placement</u>
Homewood Terrace		
Jewish Children	2	2
Non-Jewish Children	14	2
St. Vincent's School for Boys	NR	NR <u>/a</u>
Sunny Hills	65	11

/a Over half of boys served are from San Francisco

TEXT TABLE AP

<u>Agency</u>	<u>Referred by Court</u>	<u>Accepted in Placement</u>
Convent of the Good Shepherd	31	9
Homewood Terrace (Jew- ish Children)	3	3
St. Vincent's School for Boys	NR	NR <u>/a</u>
Sunny Hills	18	9

/a Over half of boys are from San Francisco

In summary, the institutions and treatment centers used by the Probation Department and the Department of Social Services for placement of dependent children and delinquent wards of the Court are considered by both departments to be insufficient in number, often not well located for proper service to San Francisco children (and their parents), and in some instances deficient in the quality of rehabilitation services provided. The resources which are exceptions to these limitations are under pressure from both departments and often must reject specific applications.

Interviews in both departments indicated that supervisors and staff attempt to use a differential approach to the placement needs of each child. These efforts may be hampered by the limited use made of psychiatric evaluations by the Court and the Probation Department./1/ They are seriously hampered by the limited range of resources available in the Bay Area and even in more distant counties. A good system of differential diagnosis will be required before the community can identify the volume of its specific problems in these child welfare services.

Comments About Relationships of the Placement Agencies with the Juvenile Court and Probation Department

This section summarizes the comments made by supervisors of the Child Welfare Division of the Department of Social Services and by the administrators or spokesmen of Catholic Social Service of San Francisco and of four institutions. (Convent of the Good Shepherd, Homewood Terrace, St. Vincent's School for Boys, and Sunny Hills.) In these interviews, emphasis was placed on three questions as follows:

1. Are the purposes and objectives of the Court and Probation Department clearly understood with respect to services for dependent children of the Court and for delinquent wards of the Court?
2. Are the methods and procedures of intake by the Court clear with respect to both groups of children?

/1/ See below, "Psychiatric Clinics."

3. Do the methods and procedures used in the joint services rendered by these agencies for the Court appear to be clearly understood both by the agencies and by the Court?

Responses from the San Francisco Department of Social Services and from the four institutions indicated a clear understanding of the purposes and objectives of the Court with respect both to dependent and to delinquent children. Two such comments are illustrative:

- The purpose of the Juvenile Court is adjudication. With respect to dependent children, the Court determines whether the parents can keep the children in the home or whether the situation is so critical that placement is required. We find the Family Intake (Probation Department) very sensitive to the goal of holding families together.
- The Court is both a juridical and a social agency with respect to the offender. It protects the community from law-breakers but also places a strong emphasis on rehabilitation. It is dealing with personality in development when it deals with juveniles.

These clear understandings within the staffs of these agencies apparently do not extend into the community. The spokesman for an experienced child caring agency expressed serious concern at the lack of general understanding

in the community as to the philosophy and the objectives of the Court and the Probation Department. They attributed this lack of understanding to the faulty and conflicting attitudes and pronouncements of various probation officers. Their comment was:

- Some individuals perceive the objectives, functions and philosophy as rehabilitative, others as punitive. Some believe there is no basic philosophy. Others believe that what happens to a child varies depending on the personal philosophy of the judge, referee or probation officer concerned. There is no basic agreement among these officials concerning the purpose, function and philosophy of the Juvenile Court and Probation Department.

Thus the comments as a whole appear to indicate that the purposes and objectives of the Court with respect to both dependents and delinquents are clear in agencies carrying major responsibilities for services to children placed by the Court, but are less clear in the wider child-serving community.

The responses of the institutions with respect to the methods and procedures of intake were not significant since they rarely have occasion to refer new cases. However, the Department of Social Services does have such relationships for dependent children through its Family Division and through Protective Services. Members of the staff of the Department expressed concern over intake procedures. Of special concern is the long delay that often ensues after they refer families in writing to the Court for child dependency or neglect. Similarly, the Child Welfare Division of the Depart-

ment of Social Services thinks the police do not understand the problems of dependent children and do not know the use of Protective Services of the Department of Social Services as an alternative to referral to the Court. A variant of this opinion concerning the need for earlier service was expressed by the executive of a treatment center as follows:

- The greatest problem is around preventive or protective services for early identification and treatment of youngsters in their own homes.

The last of the three questions around which the interviews were centered related to the services rendered by these agencies for the dependents and the delinquent wards of the Court. The comments of the respondents are summarized below:

With Respect to Dependent Children:

- The need for a review of the procedures of the Court and the Probation Department with respect to the responsibilities of the Department of Social Services for care of dependent children of the Court was emphasized in many interviews. The present practices of the San Francisco Court and the San Francisco Department of Social Services do not make full use of the provisions of Section 727 of the Welfare and Institutions Code which states in part:

"The Court may order the care, custody, control and conduct of such minor to be under the supervision of the probation officer or may commit such minor to the care, custody and control of: . . .

"d) any other public agency organized to provide care for needy or neglected children."/1/

The supervisors of the Child Welfare Division of the Department of Social Services indicated their belief that direct commitment would be better than the present arrangement by such comments as these:

- It is now possible under the law to commit directly to the Department of Social Services. (I) see real advantages in this but only if it included more responsibility than Catholic Social Service now carries. It could give the Department of Social Services more responsibility and also more authority, but it would clarify procedures and cut out duplication.
- Direct commitment to the Department of Social Services would improve services to children and to their families. It would save supervisory time, make better use of the child welfare worker's time, and save the probation officer's time./2/
- Direct commitment to the Department of Social Services should include children supervised in their own homes and in relatives' homes. The family (of such a child) needs

/1/ Welfare and Institutions Code, State of California, Section 727

/2/ This view is shared by the probation officers in the Agency Supervision Unit, who think their unit duplicates the work of the Child Welfare Division of the Department of Social Services.

all the help and service it can get. Such service can be given better by a child welfare worker once the authority of the Court has been established./1/

Catholic Social Service indicates two major areas of concern in its work with the Court. One of these relates to the need for strengthening the present inter-agency Case Study Committee which was established before 1950 to clarify and improve policies and procedures with the Court and to maintain communications with the Juvenile Court Judge. The comment of the agency spokesman was as follows:

- For a number of years representatives of the top administrators of the several voluntary agencies and of one public agency met regularly as the Case Study Committee and achieved a satisfactory relationship with the Court and the Probation Department. Minutes of the meetings went to the Judge and to agency executives who were ex-officio members. Then the committee was inactive for several years. Recently it has been re-activated with a broader base of membership. Catholic Social Service considers the present group less effective than the original committee for two reasons:
 1. it lacks the interest of the Judge, and
 2. it does not have the participation of a working group from the top administration of the two large public agencies.

/1/ This view is in harmony with the standards stated by the U.S. Children's Bureau consultant (see above).

The other area of concern of Catholic Social Service is in the area of relationships with natural parents:

1. Parents have not been encouraged or required by the Court to be present during the annual review at which new petitions are filed to commit a child to the agency.
2. The Court does not inform the agency regarding the date or amount of payment orders or the modification of these orders or the collections. The agency also questions the way in which payments are handled, believing that some parents able to pay are not required to do so, while others who are unable to pay may be required to make payments. The agency also thinks that often no serious effort is made by probation officers to point out to parents that payments for child care are a parental responsibility, nor is this responsibility emphasized at annual Court hearings.

These kinds of situations could, in the opinion of the agency, be used to help parents take responsibility. The Court appears not to use its authority either to enforce action on the part of the parents, or to inform the agency of the action taken.

The three institutions serving dependent children (they also serve delinquents) of the San Francisco Juvenile Court in general agree that the procedures are clear and that their relationships with the Court and the

Probation Department are satisfactory. An illustrative comment is as follows:

- We have a most constructive relationship with the probation officers; find them well prepared. They are helpful, understanding and most sensitive to the needs of the children involved.

With Respect to Delinquent Wards

The four institutions serving delinquents (three also serve dependents) seem to have well established procedures and generally satisfactory relationships with the Court and the Probation Department in services for delinquent wards. Two comments are illustrative:

- The key to good relationships is keeping good personal relationships between agency staff and probation officer staff; the continuity of staff is important and change of supervisors makes for problems, because it results in uncertainties.
- No criticism of procedure. We find excellent cooperation from Probation Department personnel; personnel are extremely effective in bringing the authority of the Court to bear in a very suitable way in certain girls' cases. Boys' workers tend to be more overburdened and a bit less available.

Among the specific comments and suggestions made were the following:

- We need new approaches. The needs of girls in treatment are changing; they are more aggressive, commit more delinquent acts.
- San Francisco Juvenile Court does not provide the probation officer's evaluation of the child when a placement is made. The report on behavior in Juvenile Hall is a check list and not very helpful.

Catholic Social Service reports an occasional difference with the Court on the method of classifying a case, as the following comment indicates:

- A runaway is routinely considered a delinquent by the Court, even when he leaves home because of a very neglectful parent. Catholic Social Service sees this type of behavior as a healthy response to an intolerable situation and, in most cases, believes the child should be judged dependent or neglected, not delinquent.

The Executive of one of the institutions made one other comment which bears on the relationship of the Court to the rehabilitation and treatment resources of the community. He said:

- One should distinguish adjudication and rehabilitation or treatment as separate functions of the Juvenile Court. Such a distinction is likely to mean a sharper separation of the Court and the Probation Department.

PSYCHIATRIC CLINICS

At present the services of the Psychiatric Clinic at Juvenile Hall are neither coordinated with other care and treatment at Juvenile Hall nor with other mental health services in the community, according to the Assistant Chief for Community Mental Health Services in San Francisco. He states further that the role of the Psychiatric Clinic at Juvenile Hall has not been clearly defined nor has the Clinic in the past assumed the responsibility for a planned approach to mental health services for those children under Court care who need treatment. Instead, the use to be made of clinics both at the Court and in the community is determined by the probation officer, who has had no formal training in the mental health field, who functions without criteria for how, when, or for what purposes, services of the Court Clinic are utilized, and who has no guidelines for working with community clinics.

An attempt is being made to correct this condition. As stated elsewhere in this report, /1/ with the transfer on March 1, 1968, of control of the Clinic from the Court to the San Francisco Department of Public Health, Community Mental Health Services began working with the Court and Probation Department to develop a working plan and to determine the role of the Short-Doyle /2/ Clinic located at the Juvenile Hall.

/1/ See Chapter on Environmental Health and Health Services

/2/ The Short-Doyle Act provides for organizing and financing community mental health services on a local basis with a 75 percent state and a 25 percent local cost-sharing formula. As of July 1, 1969, this formula will become 90 percent state and 10 percent local

The five community clinics most frequently used by the probation officers are: (1) the Child Psychiatric Clinic - San Francisco Department of Public Health; (2) the Child Guidance Clinic - Children's Hospital and Adult Medical Center of San Francisco; (3) McAuley Neuropsychiatric Institute - St. Mary's Hospital; (4) the Psychiatric Clinic - Mt. Zion Hospital (all of which receive Short-Doyle funds from the City and County of San Francisco); and, (5) Children's Services - Langley Porter Neuropsychiatric Institute, Department of Mental Hygiene, of the State of California, located at the University of California Medical Center. Interviews with directors of these clinics or their representatives revealed that various kinds of problems are encountered in working with children referred by the probation officers and by the Court. These problems appear to fall into five categories:

1. The lack of a planned use of facilities and resources.
2. The failure in communication between the Court and the Clinics as to what each expects from the other.
3. The method of referral and follow-up on the part of probation officers (treatment is rarely made a condition of probation).
4. The failure on the part of parents to have their children continue in treatment.
5. The cost of the service.

Under Short-Doyle funding, all information and records obtained in the course of providing services either to voluntary or to involuntary recipients

are confidential. Information and records may be disclosed only:

- "1. In communications between qualified professional persons in the provision of services or appropriate referrals, or in the course of conservatorship proceedings;
- "2. When the recipient of services designates persons to whom information or records may be released, except that nothing compels a physician, psychologist, social worker, nurse, attorney, or other professional person to reveal information which has been given to him in confidence by members of a patient's family;
- "3. To the extent necessary to make claims on behalf of a recipient for aid, insurance, or medical assistance to which he may be entitled;
- "4. If the recipient of services is a ward or conservatee, and his guardian or conservator designates, in writing, persons to whom records or information may be disclosed;
- "5. For research, provided that the director designates by regulation, rules for the conduct of research, including the requirement that all researchers must sign an oath of confidentiality;
- "6. To the courts, as necessary to the administration of justice."/1/

Child Psychiatric Clinic - San Francisco Department of Public Health

The Child Psychiatric Clinic, a Community Mental Health facility, offers outpatient psychiatric and mental health services to children from infancy to age 18 and to their families.

The Clinic has no service statistics on the number of minors referred by the Juvenile Court but, according to policy, all referrals are accepted, and it is known that some are received each year from the Court.

/1/ "California Mental Health Progress," California State Department of Mental Hygiene, November 1967, p. 13

A fee schedule is based on ability to pay but may be modified or waived for those who are receiving public assistance or are in the lowest income brackets.

It was stated that relationships with the Court are currently in a state of flux owing to the implementation of the County Short-Doyle Plan for Community Mental Health Services now underway (including the effort to determine the primary function of the Juvenile Court Clinic). At present there is an informal working relationship between individual probation officers and the staff of the Child Psychiatric Clinic. Under consideration is the question of whether a more structured relationship should be adopted with the Probation Department and with the Clinic at Juvenile Hall. The Child Psychiatric Clinic staff prefers that the probation officers use the Juvenile Hall Clinic for evaluation before a Court hearing and the resources of the Child Psychiatric Clinic for evaluation and the therapeutic-treatment function after disposition of the case. However, clients are never refused appointments.

The Clinic staff is committed to a flexible approach to meeting community need and tries to relate to the Court in a way that will be of greatest help to the youthful offender. It believes requiring too much documentation from the probation officers and the Court might hamper referrals in view of their work load. Moreover, experience has shown that, even after a careful work-up of material, parents may fail to keep an appointment or to come in for an interview without an appointment.

In accordance with the policy of all Short-Doyle clinics, no information is ever released without written parental consent and even then the Clinic edits the material on each case so that only the information which will be helpful in the treatment of the child is given to other agencies or to the school.

Child Guidance Clinic - Children's Hospital and Adult Medical Center of San Francisco

The Chairman of the Department of Psychiatry at Children's Hospital questions whether it is possible for the Juvenile Court to carry out the intent of Section 502 of the "Welfare and Institutions Code" /1/ of the State of California and whether indeed this is a reasonable mission for the Court and the Probation Department. He believes that the Court is not basically oriented toward treatment as demonstrated by its inadequate use of community facilities, including mental health resources. In view of this situation he proposes that the Court's function be limited to control, and temporary care and custody, with treatment and rehabilitation carried out in some other place in some other planned way.

/1/ Welfare and Institutions Code, State of California, 1967, Section 502, "The purpose of this chapter is to secure for each minor under the jurisdiction of the juvenile court such care and guidance, preferably in his own home, as will serve the spiritual, emotional, mental, and physical welfare of the minor and the best interests of the State; to preserve and strengthen the minor's family ties whenever possible, removing him from the custody of his parents only when his welfare or safety and protection of the public cannot be adequately safeguarded without removal; and, when the minor is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents. This chapter shall be liberally construed to carry out these purposes."

It was observed that the Court, like many other institutions, seems to think it is alone in its task. Traditionally it has not sought the collaborative help of outside personnel and resources. Therapists from community clinics have, in fact, met with difficulty in attempting to work with youth in custody. Even the therapists attached to the Court Psychiatric Clinic are viewed as outsiders and their services are not utilized by the probation officers for intensive treatment in the cottages.

The doctor noted that families living in the city often have fewer personal resources, and are more isolated than those in smaller communities, and, therefore, do not identify with community institutions so readily. For this reason, he believes, the Court and other agencies should offer all the help and supportive services available for treatment and rehabilitation if children are to change their own motivation and develop inner controls. Under the present system the Court experience tends to enhance the isolation of the family.

Children's Hospital through its Child Guidance Clinic offers outpatient mental health and pediatric services to all San Francisco children up to 18 years of age who need the service. Frequently there is a three to four week waiting period for appointments. Fees are based on ability to pay. Free services are limited by the Short-Doyle funds available to the hospital.

Service statistics on Court cases were not available.

Usually informal referrals are made by probation officers by telephone, or parents request help at the suggestion of the probation officer. The

Clinic has no special policy for working with the Court, but welcomes referrals. Although the Clinic has never been asked for collaborative help, it would be open to expansion in behalf of the Juvenile Court if funds were available and assistance were requested.

It was pointed out that the probation officer often has a relatively superficial contact with the child because of large caseloads. Written reports, although not provided routinely, are supplied at the request of the Clinic.

One of the basic problems the Clinic personnel encounters in its relationship to the Court is in the area of communication. The Mental Health people often do not understand what the Court needs in terms of information and on the other hand Court personnel frequently lack sophistication in relation to mental health issues, both in theory and practice. It was further emphasized that Court personnel are asked by the community mainly to exercise controls on juveniles rather than to give time to treatment problems.

McAuley Neuropsychiatric Institute - St. Mary's Hospital

McAuley Neuropsychiatric Institute provides both inpatient and outpatient mental health care and services. It is the receiving ward for the City and County of San Francisco for all persons up to the age of 18 for inpatient psychiatric care, and, as such, has a contract to furnish services under the Short-Doyle Program.

In 1967, probation officers and the Court made direct referrals of 23 outpatients and 116 inpatients. These referrals represented 10 percent and

35 percent respectively of the children who received treatment in the Institution. The Court may refer a minor for any period of time up to 90 days for observation and treatment.

In relation to its work with the Court this Clinic faces a number of critical financial problems:

1. The per diem reimbursement provided in the contract to furnish Community Mental Health Services is substantially below the actual daily cost of care.
2. Parents may be unwilling or unable to pay their share of the cost of care.

When a family is eligible for full Short-Doyle coverage there is no problem, but when parents are financially able they may be partially or totally responsible for the hospital bill. In such cases, if the family refuses to pay, Short-Doyle will reimburse the hospital at the contractual rate and the Court will attempt to collect from the parents.

3. The Court may refer children whose families are eligible for Short-Doyle coverage for an extended period of time (up to 90 days) for observation and treatment without authorization from the Chief of Community Mental Health Services.

When there are insufficient Short-Doyle funds for such cases there are four possible alternatives open to the hospital:

- a) Place the financial burden on the family.
- b) Discharge the child.
- c) Receive no reimbursement for treatment and care.
- d) Refer the child to Napa State Hospital.

Transfer to Napa State Hospital of very sick children needing care beyond 30 days is extremely difficult and may involve a delay of several weeks owing to overcrowded conditions at the State Hospital. This delay tends to create overcrowding at McAuley; hence there may be postponement of McAuley admissions for children who are in a less critical condition. Delays result in the expenditure of additional clerical and social work time in obtaining Short-Doyle reauthorization for detainment at McAuley and also increase the cost of service.

The director explained that normally all cases involving minors are much more costly and time consuming than adult cases because for each child at least 15 staff and community people are involved. Caseworkers spend up to 20 hours of their work week on the telephone talking to the individuals related to the child's problems.

In order to alleviate the financial strain on the hospital resources and at the same time meet the needs of the children referred by the Court, the Institute staff recommends the following:

1. That supplementary financing be provided by the community to extend the hospital financed day care program from the present five to seven days a week.

Some patients are currently doing very well in day care treatment

but they must be hospitalized at greatly increased cost on weekends when the program is not in operation.

2. That mental health homes for seriously disturbed minors be established in San Francisco for those who are referred for 30 to 90 day observation and treatment.

Mental health homes are described by the Institute staff as facilities that provide at reduced cost secure residential care where children are under strict supervision and discipline but are not "locked up."

Police refer youth directly to the Clinic and there are frequently self-referrals. These are minors who are not cited or booked at Juvenile Hall, but who need medical and psychiatric care, usually as the result of the use of drugs. By treating them the hospital may prevent further damage to their health and well being; but if inpatient care is given, the Institution is, in effect, further subsidizing the City and County of San Francisco because funds are not available to pay for treatment of self-referrals.

Another problem that looms large to the Clinic staff relates to the fact that social workers and psychiatrists are required by law to reveal information to the parent or parent surrogate of a minor who seeks treatment. This requirement, it is believed, prevents some older youth from going to the hospital on their own volition for treatment for drug use, for example, because of the fear of parental reaction. The psychiatric staff believes that the doctor-patient relationship in such instances should be of a confidential

nature in order that preventive action may be taken as early as possible.

The Institute staff reports that it works closely with the probation officers and the Court. It states that, while relationships tend to be informal, they are cooperative, and good rapport has been established. There is recognition of the fact that the Probation Department is hampered by a limited budget, an inadequate facility, and a lack of sufficient professionally trained staff. The McAuley staff would be willing to expand services to children in conflict with the law and give professional consultation to the Court and Probation Department if funds were available to cover costs. At present the concern over financial problems is the paramount issue facing the Institute.

Psychiatric Clinic - Mt. Zion Hospital

The Psychiatric Clinic at Mt. Zion Hospital offers a full range of outpatient mental health services for children and also, when the need is indicated, for members of their families. Open intake makes services available to any child who may profitably use them. However, there may be a delay in providing these services depending on the caseload at the time of application. Consultation and advice in conferences or in writing are available to probation officers.

Fees are based on ability to pay and range from no fee to \$10.00 a visit.

The Clinic is open to receive Court referrals and will accept cases whether the probation officer provides the customary background information or not. In 1967, nine referrals were received and accepted either directly

from the Juvenile Court or from parents who had been advised by probation officers to seek help for their children. In 1966, there were six direct referrals from the Probation Department.

Each case is considered as an individual situation and informal contacts are maintained as appropriate with probation officers. According to the Clinic staff, while these contacts have, on the whole, been helpful, they range from full cooperation to minimal helpfulness and even to a complete ignoring of the Clinic in some instances.

In the opinion of the Clinic staff, whether the Juvenile Court intends to be punitive or not, the net effect of its practices is often of a punitive nature and, in that respect, the Court does not adhere to the intent of the Juvenile Court Law.

It was pointed out that detention at Juvenile Hall is indeed viewed as punishment by the minors who are held there, and further that the lack of community resources for rehabilitation frequently results in a child's remaining in the prolonged custody of the Court to the possible detriment of his own mental health.

It is also true, according to the staff of the Clinic, that the Court on occasion has failed to adhere to the spirit of the law with respect to detention by holding young people unnecessarily at Juvenile Hall pending hearings on petitions. In 1966, a psychiatrist from the Clinic intervened in one such case when a minor who had been under treatment at Mt. Zion was detained in custody of the Juvenile Court for an offense the boy said he

did not commit. He was subsequently released to the custody of his mother pending the hearing on the petition on order of the District Court of Appeal.

Children's Services - Langley Porter Neuropsychiatric Institute

In 1967, the Langley Porter Children's Service received 14 Court referrals and was able to accept four for extended psychiatric evaluation. The policy of the Children's Service is to serve the community no matter how severe or how chronic the presenting problem. Intake is never closed and service is extended until such time as the treatment goal for the individual or family problem has been attained or other satisfactory plans have been made. While the policy is to consider all cases, time limits set by the Probation Department frequently make it impossible to meet Court deadlines; and some referrals cannot be accepted, for example, if a psychiatric evaluation is required before a court hearing.

Children up to the age of 18 are eligible for a variety of services on a fee basis. Charges range from no fee to \$16.00 a week depending on a family's ability to pay.

The Children's Service expectations are that the probation officers or the Court:

1. will allow sufficient time before Court hearing for the Institute staff to schedule appointments and prepare reports;
2. will send to Children's Services the Court summary of the case including police report and other relevant data before the client is seen at the Institute;

3. will, whenever possible, make treatment a condition of probation;
4. will uphold and supervise conditions of probation and not expect the Institute to do so; and
5. will follow-up and confer regularly with staff on all referrals.

In San Francisco there is no clear policy on how probation officers should use psychiatric clinics. Therefore, there is a marked lack of consistency in the manner in which they refer and/or collaborate on cases. Some probation officers do provide written summaries, follow through and notify the Institute on whether recommendations have been taken into consideration, but in most cases, according to Langley Porter, this does not occur. In addition, there has been no contact with the Juvenile Court Judge. In contrast, it was noted that the expectations of the Clinic are almost always met by probation officers from other Bay Area counties.

A career trainee in child psychiatry from the Langley Porter Institute provided consultation to the Girl Division of the Probation Department during 1967-68. This service was provided under the direction of the training staff at Langley Porter and in close collaboration with the Director of the Psychiatric Clinic at the Juvenile Court.

OTHER RESOURCES FOR PREVENTION AND REHABILITATION

"Absorption" was described as the primary method of dealing with juvenile crime in the suburbs by Robert M. Carter, executive director of Mayor Joseph L. Alioto's Crime Commission. "Absorption meant simply that the community tended to use understanding and private rehabilitation rather than the grim cycle of arrest, booking and court appearance, to control youthful crime." /1/

In San Francisco, some minors in conflict with the law are known to community agencies and participate in individual, group or recreation programs designed to rehabilitate the youthful offenders. Executives or key staff members of 14 of these agencies /2/ were interviewed regarding their relationship with the Juvenile Court and Probation Department. Each respondent was asked if the agency he represented had any policy or agreement, written or verbal, formal or informal, for working with the Juvenile Court and Probation Department.

Eight had no agreement of any kind and several of these commented that their help is neither sought nor welcomed. Some stated that no basis respect is shown to agencies or agency personnel, that staff workers are tolerated but seldom welcomed as partners with the Court and Probation Department in working for the best interests of the minor.

/1/ San Francisco Chronicle, May 19, 1968

/2/ Big Brothers, Booker T. Washington Community Center, Family Service Agency, Florence Crittenton Home, Hunters Point Boys' Club, Mission Rebels, Recreation and Park Department, St. Elizabeth's Hospital, San Francisco Boys' Club, San Francisco Unified School District - Special Service Centers, Telegraph Hill Neighborhood Association, YMCA, YWCA, Youth for Service.

Five reported that they have informal verbal agreements. One of these five works directly with the Girls' Division through a Probation staff member who serves on the agency's Group Services Committee, and has facilitated a cooperative working arrangement. This committee acts in an advisory capacity to staff for the agency group program for teen-age girls who need supportive services to help them adjust in school. Members are referred by school counselors and by probation officers. Another agency is currently drawing up a proposal for a program in which the Court would assign probationers to the agency. The plan calls for the employment by the agency of older youth to "befriend and supervise" the offenders. While the Judge appears to be favorably inclined toward this idea, the Chief Probation Officer believes that the role of the agency worker might tend to conflict with that of the probation officer. To date, no decision has been made to implement the plan. A third agency executive states that an informal agreement exists with the Court and that there is cooperation when the agency initiates action to seek the help of a probation officer in dealing with a minor; however, he adds that the Department never seeks the agency's help. A large public agency's relationship with the Court and Probation Department is reported to be "very good." An informal verbal agreement focuses on juveniles who destroy agency property. A city-wide school program for pregnant teen-agers has established a close working relationship with the Probation Department. With few exceptions, pregnant girls who are released from custody are referred to the program as a matter of policy, and those who are detained are released for four hours a day to attend the special educational program.

One agency, following three unsuccessful attempts to meet with the Judge, was able to negotiate a written agreement with the Court that permits staff to visit and counsel youth members detained at Juvenile Hall, to go to Court with them, and to appear as witnesses in their behalf.

Such arrangements as do exist have usually been initiated and developed by staff. In only two instances did boards of agencies officially offer assistance to the Court. When asked if the agency had, within the last two years officially, by action of the Board of Directors, explored the possibility of, or offered to give services to, minors under the supervision of the Court, several agency executives said it had not occurred to them to suggest that the agency board take the initiative in offering services or in developing a policy for working with the Probation Department and Court. At the same time, they tended to be critical of the Court for its failure to utilize their services.

Eighty-one percent of the probation officers stated that they have problems of communication with other agencies. The absence of any policies, agreements or administrative guidelines for inter-agency communication coupled with the general lack of understanding and frequent misconceptions by other agencies about the purpose and function of the Juvenile Court were cited as possible causes of these problems. Half (50.7 percent) believed that changes in relationships with other agencies would improve services to clients. Next to "work load" and "uncertainty of agency policy," probation officers placed "need for community resources" as the factor which has most impaired the quality and quantity of their work.

Lacking departmental policies and guidelines, the probation officers tend to seek out those agencies they find helpful, and generally try to establish a relationship with one worker. This individualized, personal approach, which is used in the absence of an established inter-agency working policy, in some instances lacks the sanction of the Court and is almost certain to be without continuity owing to agency staff turnover.

Not only are there no departmental policies for working with these agencies but there is also inadequate utilization of in-service training as a means of helping probation officers to know and use community resources. Forty-four of the 74 officers stated that they had had no in-service training during the past two years. The agencies interviewed are qualified and are willing to have their staff members assist in conducting in-service training sessions and to serve as consultants to the Department.

According to the agencies interviewed, community resources are not utilized by the Court to the extent that they could be made available. However, without exception, the agencies consider it their function to work with young people with delinquent tendencies as well as with those who are or have been on probation or are wards of the Court. Most of them also work with the families. In some cases they have developed special services for youth in trouble, while in others the total program focuses on the needs of disadvantaged or troubled youth. Among the services offered by these agencies are counseling to children and families, child care, tutoring, group work and club programs, recreation, job placement, leadership training, financial assistance, medical care, homemaker service, and services to unmarried mothers.

Agency staff members reported that they had provided transportation for parents, appeared in Court in behalf of minors, visited young people in Juvenile Hall, prepared written summaries on delinquents for probation officers and had reached out to children in trouble with the law and their parents in a variety of other ways. In performing these services, they had observed the Court hearings and the children in the cottages. Staff members from one agency were disturbed about what they considered the inability of the counselors to help children during detention. Several expressed concern over what they described as the trend toward a more formal legalistic atmosphere at the Court hearings, the apparent pressure on probation officers to make recommendations likely to please the Judge, and the humiliating remarks sometimes addressed to parents by the Court.

The degree to which the agencies are prepared to relate to the individual child and his family varies considerably. One was prepared to do "everything possible the boy or girl wants and needs as determined by himself," while another offered "a public recreation program in which it tries to involve youth."

Children who are cited, admonished and dismissed are seldom referred to community agencies. Occasionally, a probation officer who supervises minors on probation, works cooperatively with an agency in behalf of a child, but it was stated that the relationship is rarely initiated by the Probation staff. Six of the agencies received no referrals, two had no records of referrals, and the remaining six estimated receiving a combined total of 100 to 125 during 1967.

One agency reported that the Court had forbidden Probation Department officers to use its resources. Another indicated that the Court does not solicit help and appears only to "put up with us when we offer help." One agency stated that occasionally a probation officer has requested an agency staff member who knows a child well to appear in Court in behalf of the minor because the probation officer has "talked to the child only once, knows little about the case and does not have the time to learn more." Another said that a referee had refused to read the agency's written report on a minor in custody "for fear it would bias his judgment."

The relationship between the Court and the Recreation and Park Department, while reported to be "very good" is "mainly concerned with juveniles who destroy property, both from the point of view of testifying for or against the child in a hearing and for restitution of loss by the minor or his parents." Sometimes, when minors are caught in an act of vandalism, the Recreation Department allows them to contribute an appropriate number of hours of work for restitution. The spokesman for the Recreation and Park Department stated that dependent children participate in Silver Tree and Pine Lake Day Camps, that the resources of the Department are available to assist in in-service training of counselors at Juvenile Hall, and that the staff could offer consultation on plans for summer activities for the dependent and neglected children detained in the cottages.

The Recreation Department reports that, while staff welcomes all children and youth to playgrounds and centers, "the program is basically one of public recreation and the Department is not geared to extending specialized services

to juvenile delinquents." When the recreation director identifies a child who has problems participating in group activities, he contacts the parents and attempts to refer the child to an agency that can help him.

Pregnancy per se is not a condition for which a girl is adjudged delinquent; however, if she is a ward of the Court and is also pregnant and 17 years of age or younger, she is generally referred to the Special Service Center of the San Francisco Unified School District when she is released. In 1967, about 30 girls were referred, according to the director of the program, and all were accepted.

In the course of making plans for a pregnant teen-ager, probation officers occasionally use the resources of maternity homes. Directors of both San Francisco homes made it clear that they wanted to work with the Court in behalf of the girls who were motivated to use their services and they welcome referrals. Based on estimates given by the directors of the two homes, not more than 30 Court wards used their resources in 1967. During the three or four months the girls are in residence in a maternity home, they receive a full range of services, including counseling. Probation officers are less active during this period, but are called on in the event of a crisis situation.

Big Brothers is a program in which volunteer men work with troubled fatherless boys on an individual, personal, and long-term basis. No statistics on Court referrals are kept, but the agency observed that the San Francisco Juvenile Court and Probation Department are less inclined to turn to other community resources, and are less service-minded than Courts in some other Bay Area counties. It was estimated that not more than one referral a month is received;

however, 20 percent of the 327 boys in the program have Court records. It was reported that a cordial relationship exists with Juvenile Court Judges, who usually serve as honorary members of the agency Board of Directors, and that satisfactory and cooperative relationships exist between the staffs of the Court and the Big Brothers.

THE CIVIL SERVICE COMMISSION

Among the public and private agencies whose work influences the quality of services provided by the Juvenile Probation Department, none is of greater basic importance than the San Francisco Civil Service Commission and Personnel Department. Every position at the Juvenile Probation Department - except the top post of Chief Probation Officer - is processed through the machinery of the civil service system. Hence the standards, the attitudes, and the methods of the Civil Service Commission largely determine the quality of the personnel responsible for implementing San Francisco's expressed desire to deal understandingly with, and to rehabilitate, youth in trouble.

Background /1/

The San Francisco Civil Service Commission was created as part of a nationwide civil service reform movement directed towards the replacement of the patronage or "spoils" system of public employment by a merit system based on competitive examinations. The hope was that the divorce of politics from public employment would lead to the development of an efficient, competent, and stable public service

In May 1898, a new City Charter was adopted. This Charter initiated a civil service system providing for the selection of employees through open, competitive examinations, eliminated the practice of assessments on incumbents for political funds, and limited the powers of political office holders to dismiss public employees.

/1/ The data on background have been drawn from the 1961 Grand Jury Report of City and County of San Francisco

The present City Charter was adopted in 1931. Under this Charter, civil service was extended to virtually all city jobs, exempting only a small number of specified positions./1/ Salary administration was centralized through making mandatory upon the Board of Supervisors the standardization of compensation. Thus, the department heads were no longer responsible for setting salaries for the positions in their departments. Henceforth positions entailing similar work were to receive similar pay.

A three-member Civil Service Commission was also established, with members appointed by the Mayor to serve six-year terms, one term expiring every two years. This Commission is independent of any city department. It functions as the city's employment and personnel department. It adopts rules and regulations to govern: (1) applications; (2) examinations; (3) eligibility; (4) duration of eligible lists; (5) certification of eligibles; (6) appointments; (7) resignations; and, (8) other related matters. The Commission appoints a general manager who acts as the head of the personnel department of the City and County of San Francisco. Under his supervision, a staff of approximately 60 is engaged in position classification and salary administration, recruitment and examinations, and other similar Commission business.

Recruitment

The responsibility for the recruitment program falls upon the Recruitment

/1/ Among the positions currently exempt from the Civil Service System, are the following: Certain Department Heads (e.g. City Engineer); Confidential Secretaries; Teachers; Physicians employed by the Public Health Department; and Museum Curators.

and Examination Division of the Civil Service Commission. This staff undertakes the various activities essential to a recruitment program, such as reviewing applications, making background investigations of potential employees, and interviewing potential employees.

Interviews with Youth Guidance Center administrators indicate their belief that a basic weakness of the recruitment program is that it does not go beyond a superficial effort and is limited to newspaper advertising and the posting of notices on bulletin boards located in public buildings, state employment offices and college placement offices. As a result, there is a shortage of qualified applicants. The shortage of qualified applicants in turn forces the use of an unduly large number of limited tenure employees who have not been processed through the standard examination procedures and who may, therefore, serve only for a limited period of time.

Recruitment contacts are inadequate, particularly when certain facts relative to the San Francisco labor market are considered./1/ In contrast with California's general population growth over the ten-year period 1950 - 1960, San Francisco has lost population in the prime recruitment age, 20 to 49. The loss varies from 11 percent to 29.8 percent, depending on the specific age group. For example, the 20 to 29 age group decreased 24.3 percent during this period. The total population loss during this period was 4.5 percent. Coupled with this population loss has been an increasing demand for college graduates. Thus, in contrast with the 1930's, there is now a scarcity of qualified candidates rather than a surplus. Because of the labor situation it would appear that a

/1/ See Personnel Review of the City and County of San Francisco, 1968

more aggressive "out-reach" recruitment program is required. The potential of some such program is indicated in a comment by one Youth Guidance Center administrator who observed that despite the Civil Service Commission's complaint of the lack of applicants, he had to set aside most of one day each week to interview individuals seeking limited tenure positions.

Examinations

Examinations consist of a written, an oral, and, for some positions, a physical dexterity and psychiatric examination. A review of the examination program indicates that written examinations are not held often enough and that the period of time which elapses between the examination announcement and the adoption of an eligibility list is excessively long. For example, in 1967, the announcement for the probation officer examination was sent out in March. The written examination was given in June; the oral examination in August; and the psychiatric interview in November. A list of eligibles was finally adopted in mid-December - nearly ten months after the examination was announced. Youth Guidance Center administrators indicated, as might be expected, that many of the best qualified applicants secure other positions by the time the examination process has completed its course. One administrator commented that, in effect, it was a weeding out process in reverse.

The oral examination board, known as the Qualifications Appraisal Board, is composed of a representative of the Personnel Department and of people knowledgeable in the probation field who are selected by the Civil Service Commission from organizations such as the probation departments in other counties, the University of California, the National Council on Crime and

Delinquency, and the California Youth Authority. Unlike the top level staff in the Department of Social Services, the administrators at the Juvenile Probation Department do not serve on the oral examination boards and thus play no role in the selection process. BASPC staff members were informed by the general manager of the Personnel Department that this policy was adopted in the interest of securing the maximum degree of quality and impartiality.

The 1967 Grand Jury report states that "an abnormal number of positions in the Probation Department and Juvenile Hall are held by limited tenure personnel." The situation has not changed appreciably since then./1/ The use of limited tenure employees was originally intended as an emergency measure but has now become a normal practice because of the shortage of regularly qualified eligibles.

Rule of One

Section 148 of the City and County Charter states:

"Whenever a position controlled by the civil service provisions of this charter is to be filled, the appointing officer shall make a requisition to the civil service commission for a person to fill it. Thereupon, the commission shall certify to the appointing officer, the name and address of the person standing highest on the list of eligibles for such position. In case the position is promotive, the commission shall certify the name of the person standing highest on such list."

This rule that the department head may select only the first available person listed on the eligibility list established by the Civil Service Commission is

/1/ Approximately 10 percent of the professional staff are currently in the category of "limited tenure."

called the rule of one. The rationale for the rule of one may be found in the following excerpt from a letter which the Civil Service Commission wrote to the Mayor in 1903./1/

"For the better enforcement of the main principle of civil service--selection according to merit--the rule regulating certifications has been amended so that at present only one name--the highest--is certified (and may be considered for employment) in response to a requisition from an eligible list."

Staff interviews indicated that opinion was divided among Youth Guidance Center administrators concerning the value of the rule of one. The majority supported a change to the rule of three, in which the appointing officer has the right to select from the three highest names on the list of eligibles. The rule of one is today rarely used in other governmental jurisdictions. Throughout California the common practice is the rule of three. The state civil service and most of the counties have adopted this more flexible system. Nationally, the United States Civil Service Commission has also adopted the rule of three.

The rule of one appears unduly restrictive and mechanical in that it does not allow the head of a given department any role in the selection process. Furthermore, the rule of one rests on the assumption that the examination process can be so designed as to discriminate between two applicants who may be only a few decimal points apart. Yet, one recent study /2/ reveals that the "standard error of measurement" on composite examination scores in state Civil Service is at least four percentage points.

/1/ Personnel Review of the City and County of San Francisco, 1965, p. 31

/2/ "A Study of Management Manpower Requirements of California State Government," by the Committee on California State Government Organization and Economy, in the section headed "Certification Process Excludes Equally Qualified," February, 1965, pp. 40-41

The present examination process gives insufficient weight to an employee's on-the-job performance and to the evaluation of his general management potential by his supervisors. In the procedure of the San Francisco Civil Service Commission, only 50 points out of a possible 1000 are given for "ascertained merit," and it appears that, in the absence of a service rating system, the awarding of these points does not significantly favor those who have demonstrated outstanding ability over those who may have demonstrated only mediocre ability.

Promotions

Although the Civil Service Commission is not bound to a closed promotional policy by the City Charter, it has nevertheless uniformly pursued a policy of promotion from within for all promotive positions within the Juvenile Court system. Charter Section 146 provides:

"Whenever it seems to be practicable, the civil service commission shall provide for promotion in the service on the basis of such examinations and tests as the commission may deem appropriate, and shall, in addition, give consideration to ascertained merit and records of city and county service of applicants."

There is strong support within the Juvenile Court system for this practice of "promotions from within." The arguments usually advanced in favor of it are that it leads to good employee morale and to the selection of the best qualified because those who have advanced within the system develop the necessary familiarity with the intricacies of the San Francisco Juvenile Court system.

The "status rule" which gives certain employees the right to certain positions on the basis of seniority (such as the Senior Probation Officer position) reinforces the restrictive effect of the practice of closed promotional examina-

tions. Staff interviews disclosed a strong belief on the part of Juvenile Court administrators that the "status rule" is an anachronism and should be replaced by competitive examinations. The rule appears to erect highly visible barriers that impede the advancement of younger personnel.

Dismissals, Suspensions, Discipline

The probationary period both for new employees and for promotional appointees has been set by the city charter at six months. The probationary period is usually regarded as an extension of the examination process and, as such, the executive responsible for the operation of the department is permitted to exercise his judgment as to whether the appointment should become a permanent one. If, however, the executive wishes to terminate the services of the probationary appointee, he cannot do so independently of the Civil Service Commission, since the Commission inquires into the dismissals from all appointments that result from entrance examinations and may either declare the person dismissed or may return his name to the list of eligibles under whatever conditions for future employment the Commission believes just.

In the case of dismissals of probationary appointees in promotional positions, the employee has the right of appeal and hearing before the Civil Service Commission. Section 148 states:

"The commission shall render a decision within thirty days after receipt of the notice of termination and (a) may declare such person dismissed; or (b) order such person reinstated in his position without prejudice, and the commission may in its discretion order that the employee be paid salary from time of the termination of his appointment; or (c) order the return of such person to the position from which he was promoted."

In the case of the dismissal of permanent employees, Section 154 provides that the appointing officer may suspend the employee for up to 30 days upon the notification of the accused of the charges and of the time and place of a public hearing conducted by the appointing officer. The findings of the appointing officer may be appealed within 30 days to the Civil Service Commission, which may then determine, not only whether the charges have been sustained, but also whether the dismissal is justified if the charges are sustained. Thus, the Civil Service Commission may sustain the charges of the appointing officer but overturn his finding of dismissal.

Only in the event of a suspension for disciplinary purposes is the finding of the appointing officer final. Here the appointing officer may suspend for up to 30 days, and may grant a hearing upon request.

The procedures outlined above were described by one Juvenile Court administrator as being so formidable that they often deter action regarding unsatisfactory employees. His feeling was that the introduction of what in effect are adversary proceedings into what should be, to a reasonable extent, matters of administrative discretion was harmful to the development of a well administered system. Another administrator defended the system. He said it was to insure the protection of the rights of the employee. He also thought the system was desirable because it forced supervisors to develop the ability to follow each employee's performance carefully and to record all instances of unsatisfactory conduct so that, if necessary, he could "build a strong case" against an unsatisfactory employee.

Service Rating System

Section 152 of the charter provides for a system of service rating. The Civil Service Commission has adopted a service rating system for probationary employees but not for permanent employees. A service rating system would seem to be essential in providing job incentive and promotional opportunities. However, if a service rating system is to be effective as an incentive to employees hopeful of promotion, the present examination-certification procedure would require modification, since it now emphasizes the written and oral examinations and gives only minor weight to on-the-job performance.

Conclusion

The San Francisco Civil Service Commission has succeeded in freeing public employment from politics, but apparently has not succeeded in developing satisfactory standards of personnel administration. As a consequence the Commission has failed to provide the Juvenile Probation Department with the required number of permanent staff, thereby forcing the use of limited tenure employees.

The recent Grand Jury reports have severely criticized the functioning of the San Francisco Civil Service Commission as the chief organ responsible for supplying the city and county with qualified staff. The general manager of the Personnel Department responded to the criticism by stating that his department is under-staffed and over-worked.

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